

PUNJAB UNIVERSITY ENQUIRY COMMITTEE,

1932-33.

REPORT.

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PUNJAB UNIVERSITY ENQUIRY COMMITTEE, 1932-33.

REPORT



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INTRODUCTION.

THE Punjab University Enquiry Committee assembled in Lahore on 18th October, 1932, and completed its work with the signing of its report on 18th March, 1933.

One of the gentlemen originally invited by the Punjab Government to become a member of the Committee, namely, Dr. Wali Muhammad, M.A., Ph. D., I.E.S., Professor, Lucknow University, Lucknow, after coming to Lahore on 16th October, 1932, and consulting the Punjab Government (Ministry of Education), withdrew from the Committee. A. Yusuf Ali, Esquire, C.B.E., M.A., LL.M. (Cantab.), I.C.S. (retired), formerly Principal, Islamia College, Lahore, was appointed by the Punjab Government in place of Dr. Wali Muhammad, and joined the Committee at its session on 21st October, 1932.

The following authority and instructions were communicated to the Secretary :—

Proceedings of the Punjab Government (Ministry of Education) in the Education Department No. 16168-R., dated the 21st October, 1932.

RESOLUTION.

PUNJAB UNIVERSITY ENQUIRY COMMITTEE.

In accordance with a resolution passed in the Legislative Council of the Punjab in December, 1931, the Punjab Government (Ministry of Education) have appointed the following committee to examine the working of the University of the Punjab, its constitution, rules and regulations, with a view to suggesting such changes as may appear to be necessary for the better control and administration of the University.

Chairman.

(1) Sir George Anderson, Kt., C.S.I., C.I.E., M.A. (Oxon.), formerly Director of Public Instruction, Punjab, Secretary to the Calcutta University Commission ; Member

of the Aligarh Muslim University Enquiry Committee ; Member of the Auxiliary Education Committee of the Indian Statutory Commission ; and Member of the Indian Military College Committee.

Members.

(2) A. C. Woolner, Esquire, C.I.E., M.A. (Oxon.), F.A.S.B., Vice-Chancellor, University of the Punjab.

(3) A. Yusuf Ali, Esquire, C.B.E., M.A., LL.M. (Cantab.), I.C.S. (retired), formerly Principal, Islamia College, Lahore.

(4) P. Seshadri, Esquire, M.A. (Madras), Principal and Senior Professor of English, Government College, Ajmer, formerly Secretary to the Inter-University Board.

(5) A. F. Rahman, Esquire, B.A. (Oxon.), M.L.C. (Bengal), formerly Secretary to the Aligarh Muslim University Enquiry Committee : Provost of Muslim Hall, Dacca University, Dacca ; and Professor of History, Muslim University, Aligarh.

(6) Sardar Buta Singh, B.A., LL.B. (Punjab), Advocate, M.L.C., Deputy President, Punjab Legislative Council.

J. D. Penny, Esquire, B.A. (Oxon.), I.C.S., Financial Adviser to the Committee.

Secretary

Professor J. F. Bruce, M.A. (Syd. and Oxon.), Professor of History, University of the Punjab ; formerly Associate Professor of History, University of Sydney.

Assistant Secretary.

S. M. Sharif, Esquire, B.A. (Cantab.), Bar-at-Law, Deputy Inspector of Schools, Jullundur Division, Punjab.

2. The following are the terms of reference : -

(1) To enquire into—

(i) the extent to which the present system of University education meets the actual needs of the province ;

- (iv) the amount of teaching given directly by the University and the degree of control exercised by the University over the teaching imparted in the colleges ;
- (v) the composition and powers of the several authorities of the University and the powers and duties of the officers of the University ;
- (vi) the administration of the University (including the quality of the teaching imparted by the University, the efficacy of the control exercised by the University over the teaching given in the colleges and the facilities for research) ;
- (v) the income and expenditure of the University ;
- (vi) the qualifications demanded from and previous training of candidates for admission to the University classes and to the affiliated colleges ;
- (vii) the control exercised by the University over secondary education ;
- (viii) the relations of the University and its associated institutions with Government ; and
- (ix) to make such proposals, if any, as may appear to be advisable in each of these respects.

3. *Order*.—Ordered that this resolution be published in the *Punjab Government Gazette* and that copies be forwarded to the Director of Public Instruction, Punjab ; the Vice-Chancellor, University of the Punjab ; the Chairman, Members and Secretary of the Committee ; the Secretary to the Government of India in the Department of Education, Health and Lands ; the Vice-Chancellors of all Universities in India ; and the Secretary, Inter-University Board.

By order of the Punjab Government
(Ministry of Education),

FIROZ KHAN NOON,

R. SANDERSON,

Minister.

Under-Secretary to Government,

Punjab.

The following questionnaire was issued by the Punjab Government (Ministry of Education) on behalf of the Chairman and Members of the Committee.

THE PUNJAB UNIVERSITY ENQUIRY COMMITTEE, 1932.

QUESTIONNAIRE.

I. The University and the Province—

How far does the present system of higher education meet the actual needs of the Province ?

II. The Form of the University—

(a) Should a university, or universities of the unitary type, equipped for direct teaching be established in the Province ? If so, at what place or places ?

(b) Can you suggest conditions favourable to the development of the University, so as to bring about a satisfactory relation between the University and the colleges ?

III. The Governance of the University—

(a) Are the several authorities of the University (Senate, Syndicate, etc.), as now constituted, sufficiently representative of educated public opinion in the Province ?

(b) Are the functions of the above mentioned authorities and of the University officers distributed in such a way as to result in (i) an efficient and expeditious despatch of business, and (ii) an adequate consideration of general educational policy and finance ?

IV. Administration of the University—

Have you any suggestions to offer upon the Administration of the University, especially in respect of—

(a) the procedure of the University Office ;

(b) the regulation of the teaching departments ;

(c) the prescription of courses of study, and of text-books ;

- (d) the conduct of examinations ; and
- (e) the appointment of examiners ?

V. The Finance of the University—

- (a) Are the financial resources of the University employed in the most economical and advantageous manner ?
- (b) Have you any suggestions to make in regard to the provision of an adequate and permanent income for the maintenance and development of its essential functions ?

VI. Admission of students to the University—

- (a) Have you any observations to make upon the control exercised by the University over secondary education ?
- (b) At what stage should candidates be admitted for University training, as distinguished from secondary education ?
- (c) Is the Matriculation examination a satisfactory test (i) of the completion of the school course, and (ii) of fitness for admission to the University ?

VII. Foundations of University Education—

- (a) Does the present Intermediate course provide a suitable preparation for admission to the Degree courses ?
- (b) Have the Intermediate Colleges achieved their declared object of providing a suitable secondary education of pupils up to the age of about 18 years and of relieving congestion in Lahore ?

VIII. University Teaching—

Have you any observations to make in regard to—

- (a) the nature of the teaching and research undertaken by (i) the University, and (ii) the colleges ; and
- (b) the nature and extent of the control exercised by the University over the teaching imparted in the colleges ?

IX. The University and Government—

- (a) Have you any observations to make upon the relations of the University and its associated institutions with Government?
- (b) Do you consider it advantageous or the reverse
(i) to the advancement of learning, (ii) to the public services, (iii) to the students, that University examinations should be regarded as the qualifications for posts under Government?

N. B.—The Committee would be glad if 8 copies of the replies could be sent to the Secretary, Punjab University Enquiry Committee, Education Department, Lahore, at an early date; the answer to each question should be on a separate sheet of paper.

2. As this questionnaire covers a wide field of enquiry, those who wish to send replies should select only those questions in which they are specially interested and concerned.

3. Replies to these questions should include constructive proposals for improvement in cases where the writers are not satisfied with the present position.

CHAPTER I.

The Genesis, Scope and Procedure of the Committee.

(i) *The Genesis of the Committee.*

At a meeting of the Punjab Legislative Council held on 2nd December, 1931, Khan Bahadur Mian Ahmad Yar Daultana moved the following resolution :—

“ This Council recommends to the Government that a Committee be appointed to examine the working of the Punjab University and its constitution, rules and regulation with a view to suggest such legislation and other changes as may be necessary for the better control and administration of the University.”

Malik (now Sir) Firoz Khan Noon, Minister for Education, stated at the conclusion of the debate that “ as far as Government is concerned, Government will not have any objection to the Resolution in its modified form.” Though certain speakers, notably Mr. Mukand Lal Puri, Pandit Nanak Chand, Mr. Manohar Lal (the member elected by the University) and Sardar Jawahar Singh Dhillon, maintained that adequate reasons had not been brought forward to justify the holding of such an enquiry, the Resolution was carried without a division.

2. We have read the Council proceedings with care, because it is important that we should try to learn the mind of those who spoke on the subject of the Resolution ; but we must confess that we are still somewhat uncertain of its exact import. “ The better control ” contemplated in the Resolution may mean the better control to be exercised by the Legislative Council over the affairs of the University as a result of legislation, or the better control to be exercised by the University over its colleges, or the better control to be exercised by educated public opinion over the governing authorities of the University ; or it may mean—as we assume,—a better ordering of the governance, administration and teaching of the University.

3. Though it was alleged during the course of the debate that “ this Resolution has been sent in with a view to getting an opportunity of introducing the principle of communal percentages in the constitution of the Punjab University,”

frequent assertions were made that this was not its object. The mover prefaced his speech by saying that the reasons which had prompted him to move the Resolution were "not in any way communal." Another supporter of the Resolution described the fears of communal motives as "groundless," while our colleague, Sardar Buta Singh, urged that "the University should be above and beyond communalism." The Education Minister was even more emphatic in his declaration to all sections of the House that "the University is an institution which must always be kept above communalism."

4. The supporters of the Resolution undoubtedly felt that all is not well with the University; that it is questionable whether the Punjab "needs the students and graduates of the type that the University is producing;" that "among the *alumni* of this University we find no incentive to research, no intellectual advancement, no originality and no initiative;" and that the University has ceased "to command the confidence of the entire Province." "The net charge that we level against the University," said one of the speakers, "is that it is not at all interested in the education of the Province."

Other members expressed a contrary opinion. Pandit Nanak Chand reminded the Council that, though the Punjab University was "the youngest university in India," its *alumni* had reached eminence in many walks of life and that it had gained "a very proud place in the history of education. Administrators, judges of the High Court, able writers, good newspaper editors, speakers, every one of them has come from the Punjab University." Mr. Manohar Lal deprecated the sentiment of pessimism in regard to the University. He referred to the successful work carried out by the University in its chemical laboratories and in other branches of science; and he urged that "in spite of its exiguous finances and the lack of aid from outside, the University has developed during the last ten years into a large teaching university."

5. The supporters of the Resolution were apparently unanimous that one of the main causes of the present discontent lay in the defective constitution of the University. The mover urged that the University is a close preserve of the Senate and Syndicate, and that the members of the public have no access to its inner working. He therefore suggested that the constitution of the University should be "liberalised," and that "our representative institutions should find a representation in that institution."

Chaudhri Nazir Husain was anxious "to carry the University to the villages and towns of the Province, and not to leave it an exclusive body in the hands of a few scholarly gentlemen as at present." For this purpose, he suggested that some representation on the University Authorities should be given to the municipalities and district boards of the Province. He also urged that "business men and financiers should find a place on the Syndicate, whose duty it is to regulate the finances of the University, to seek sources of revenue, and to spend them in a proper manner."

Khan Bahadur Shaikh Din Muhammad described the University as "a sort of independent tract in the heart of the British territory ; it is like an island of lawlessness in the ocean of law and order. It is situated in the Province ; it is working for the Province ; but it is beyond our province to all intents and purposes. It is being governed by a clique, on whom we have absolutely no check."

The Minister for Education in winding up the debate pointed out that a few years ago the University itself, after due consideration, had proposed to Government that certain amendments should be made in the Universities Act for the purpose of altering the composition of the Senate ; and that, in their reply,* the Punjab Government had suggested that certain developments in the recent past required fuller consideration than had yet been given to them.

6. There were other speakers, however, who considered that no legislative changes were required. Mr. Manohar Lal, speaking both as a member of the Syndicate and as the representative of the University on the Legislative Council, thought that no difficulty had been imposed upon the University in its development by any restrictions in the present Act ; and he asserted that, in the composition and constitution of the Syndicate, the Punjab University need have no cause to feel ashamed. He therefore saw no necessity for any amendment to the constitution of the University.

Pandit Nanak Chand thought that "so far as the present constitution of the University is concerned, the best of the Punjab is there." He added that "the University is not a parliamentary body or a district board or a municipality, but an expert body which has to do expert business."

*No 12726-B., dated the 22nd October 1926 *Vide* Report, p. 201.

Mr. Mukand Lal Puri also held that constitutional changes were unnecessary. If a body of experts is to be selected, he argued "it would not be possible to improve the Syndicate, which is the real, effective organisation which controls every detail of University administration. All the other bodies are mainly to make suggestions, to make recommendations for ultimate adoption by the Syndicate, subject to the general superintendence of the Senate." If, however, constitutional changes were to be made, Mr. Puri urged, the University had already considered the matter and had made its recommendations. All that was necessary was to carry out the proposals of the University.

7. At this stage a certain difference of opinion seems to have arisen among the supporters of the Resolution. Whereas Chaudhri Nazir Husain held that it was the system and not the working of the system which was at fault, others criticised the actual administration of the University. Khan Bahadur Shaikh I in Muhammad gave vent to his feelings in these words: "It is not the constitution of the University alone that we attack. We are not satisfied with its working. We are not satisfied with its results; and we are not at all satisfied with its methods;" and again: "lately all sorts of charges have been levelled against the University, charges of corruption, bribery, nepotism, jobbery, denationalism, inefficiency and maladministration." In support of these grave charges he suggested that courses of study are changed for the sake of benefiting a few professors of local colleges, who happen to be members of the Syndicate, and that persons who are not competent for such duties are entrusted with the prescription of courses.

Pir Akbar Ali supported these charges, and alleged that there is serious corruption in respect of the selection of text-books, the appointment of examiners and the manipulation of results by the administrative staff of the University.

8. Many speakers referred to the recent leakage of examination papers, but Mr. Manohar Lal pointed out that, in the opinion of Mr. M. L. Darling, then Vice-Chancellor, the University machinery had not been at fault. Mr. Manohar Lal further suggested that the Punjab University might draw the envy of other universities in India—"in that it is about the only university where the unhappy incident of leakage of examination papers has occurred on only one solitary occasion, and that in the year 1931." Rao Bahadu

Chaudhri Chhotu Ram was of opinion, however, that although only one instance of leakage had been detected, it did not follow that only one had occurred.... "The general belief in the Province is that the nature of almost any question-paper can be ascertained beforehand."

9. A considerable portion of the debate was devoted to the allegation that the University has neglected the vernaculars and oriental learning. It was hinted that much of the agitation which had culminated in the tabling of the Resolution had been due to the report that the University lecturerships in Punjabi, Hindi and Urdu were to be abolished as a measure of retrenchment.

Pandit Nanak Chand complained that, whereas he had been urging for many years that greater prominence should be given to the teaching of the vernaculars in schools and colleges and that the vernaculars should be the media of instruction, he had received very little support in the past, even from those who now argued that the demand for the improvement of vernacular teaching was one of the main reasons for holding the proposed enquiry.

Mr. Manohar Lal referred to the record of the Oriental College of the University "where the study of Sanskrit, Arabic and Persian is carried out to the highest pitch of excellence"; and also to the fact that, during the last four years, "the Punjab University took the lead in the matter of the establishment of certain chairs, professorships and lecturerships, in the three vernaculars of Urdu, Punjabi and Hindi."

We have been content to give what we believe to be a true account of the debate, and have refrained at this stage from passing any comment on the matters under discussion; but after reading the proceedings of the Legislative Council, we are acutely conscious not only of the wide differences of opinion which were then expressed upon the fundamental objects of our enquiry, but also of the very wide field of investigation which was then contemplated.

(ii) *The Scope of the Committee.*

10. A perusal of the Government Resolution which defined our Terms of Reference, as follows, removed some of our misgivings:

To enquire into—

- (i) the extent to which the present system of University education meets the actual needs of the Province ;
- (ii) the amount of teaching given directly by the University, and the degree of control exercised by the University over the teaching imparted in the colleges ;
- (iii) the composition and powers of the several authorities of the University, and the powers and duties of the officers of the University ;
- (iv) the administration of the University (including the quality of the teaching imparted by the University, the efficacy of the control exercised by the University over the teaching given in the colleges and the facilities for research) ;
- (v) the income and expenditure of the University ;
- (vi) the qualifications demanded from and previous training of candidates for admission to the University classes and to the affiliated colleges ;
- (vii) the control exercised by the University over secondary education ; and
- (viii) the relations of the University and its associated institutions with Government ; and

To make such proposals, if any, as may appear to be advisable in each of these respects.

11. Our Terms of Reference clearly reveal that we have not been expected to make a complete survey of the University problem and that, after due deliberation, certain important issues have been removed from our purview.

(a)* A territorial limitation has been imposed upon us by the first of our Terms of Reference, in which we have been directed to consider " the actual needs of the Province," and not those of the total territorial jurisdiction of the University. This limitation is important but embarrassing. In accordance with the Indian Universities Act (1904), the Punjab University is vested with jurisdiction not only over the Punjab, but also over the North-West Frontier Province, British Baluchistan, the Indian States situated within the Punjab and Kashmir. If our Terms of Reference had been without limitation in this respect, it would have been incumbent on us to visit these territories, many of which are remote from Lahore, and, in consultation with the local authorities to investigate the problems which concern them. For example, we have learned that in the North-West Frontier Province, which has recently been transformed into a Governor's Province, a movement has developed

in favour of constituting a new university with its headquarters at Peshawar. We are debarred from considering this proposal, and have not visited Peshawar. Similarly though there are colleges in the States of Kashmir, Patiala, Bahawalpur, Kapurthala and Malerkotla, we have not considered their local needs or their relation to the University, nor have we communicated with their authorities.

Our investigations have been much restricted and embarrassed thereby, for one of the most urgent problems which confronts us is the immense size of the Punjab University and the very wide area within its jurisdiction. The inevitable question arises, whether it would not be beneficial, not only to certain centres, but even more to the University as a whole, if a new university or universities were created. Owing to the limitation of our scope, we have felt disentitled to offer an adequate or logical answer to this question and to make complete proposals for reducing the unwieldy burden of the University.

(b) In recent years an increasing number of Punjabi students have continued their studies in universities and other educational institutions overseas. Many difficulties have arisen in regard to the qualifications demanded from them and the recognition of Punjab examinations. Similarly, a proper co-ordination of administration, curricula and standards among the several universities of India would be very advantageous, not only to the University of the Punjab, but also to the university system of India. There is much overlapping in the activities of the Indian universities, especially in higher studies and research, and there is imminent danger of each university becoming too self-centred and ignoring the needs of India as a whole; but the question of the relations of this University with other universities has not been included in our Terms of Reference, and therefore we have not considered the problems to which we have just referred.

(c) The teaching of the University is conducted very largely in the colleges. We have been invited to examine "the degree of control exercised by the University over the teaching imparted in the colleges;" and "the qualifications demanded from candidates for admission...to the affiliated colleges." But these are the only instances in which the word "college" is used in our Terms of Reference. We have therefore assumed that our main task is concerned with the affairs of the University, not with those of the

colleges. We have not therefore attempted to appraise in detail the quality of the teaching given in individual colleges, but rather to discuss the measure and manner of control possessed by the University over the internal working of the colleges, and (more important) the adequacy of that control and the extent to which it is carried into effect.

12. Indirect, as well as direct, limitations have been imposed upon us, as we shall now indicate :

(a) It is usual in reports of this nature to propose improvements involving much additional expenditure. We are well aware that, if university education is to be placed on a satisfactory footing, much additional expenditure will be required ; but on many grounds we have not considered it advisable to make a detailed recommendation of such expenditure. The Punjab—indeed, the whole world—is passing through a period of acute financial depression. We should therefore be postponing any practical consideration of our proposals, if they involved immediate expenditure of large sums of money.

A thorough consideration of the main principles of future policy is more important than the immediate adoption of ambitious schemes of development. It is advisable therefore that the scope, organisation and constitution of the University should be satisfactorily defined before fresh expenditure is contemplated.

We are keenly aware that the needs of other branches of education, especially the education of girls and primary education, must also be taken into account.

(b) There may have been mistakes in the past, and those mistakes may have produced unhappy consequences, from which a radical departure should be made ; but, in our opinion, the better, though perhaps the more difficult, course in such circumstances is to devise means by which we can adapt the present to future requirements, rather than make a sudden break with the past. We have no desire to be included among those in India who are always decrying the shortcomings of their predecessors, for we feel that there is much in the past for which India has just cause to be thankful. We should attempt a candid examination of present difficulties and insist that the labours of the past shall not be lost through a failure to confront those difficulties.

(c) The fact that financial provision had originally been made for an enquiry of only three months' duration strongly suggested that we should make a comparatively brief survey. This implication was perhaps incompatible with the fact that, during the months preceding the beginning of our work, some of our number were in England and others in distant parts of India. While carrying out the difficult task which has been entrusted to us, we have been frequently reminded that haste is imperative.

13. We must advert to another difficulty. We appreciate the valuable assistance which has been rendered to us both before and during our enquiry by the officials of the University; but, except in a few instances, authoritative statements of policy are not available. We have examined many reports of committees and sub-committees, as well as the actual proceedings of the Senate and Syndicate; but these documents, though valuable as indications of specific objects in view, seem to us incomplete and incoherent. For example, the University inspection reports upon individual colleges may have been useful in bringing to light the position of each individual college and such deficiencies as may have existed in them; but they have not been supplemented by a comprehensive review of the condition of the colleges as a whole and of the improvements which the University has in view. Again, the budgets of the University are valuable compilations; but we have received no reasoned statement reviewing the present resources and the future needs of the University. Finally, though the reports presented annually at the time of Convocation may have given an account, often detailed and interesting, of the doings of the past year, they have rarely given a clear indication of the general policy of the University.

Our task has been lightened by the Report of the Calcutta University Commission and by the Resolution* which the Government of India prepared as a summary of their views on the recommendations of that Commission; it is unfortunate that similar expositions of policy have not been compiled since that time. There is clearly urgent need for a comprehensive examination of the position and needs of higher education in India as a whole. Such work is now carried out in the United Kingdom by the University Grants Committee, whose reports we have read with

*No. 99, dated the 27th January 1920.

interest and advantage. We could wish that there had been available in India comprehensive reports compiled by properly qualified men upon the position and needs of all the Indian universities

14. We therefore consider it our duty not to undertake a complete and exhaustive enquiry into every aspect of the University problem, but rather to concentrate on a few aspects which require particular and immediate attention. The following appear to be the main problems on which our opinions and recommendations are required :

(a) *The University and the Province.*—We have been required, in the first place, to consider the extent to which “the present system of university education meets the actual needs of the Province.” The influence of a university should be many-sided, we shall therefore examine the University from many points of view.

The political aspect, for example, in these days of transition has been much discussed. The Indian Statutory Commission were entrusted, among their duties, with the task of enquiring into the growth of education in British India; and, for the purpose of assisting them in that duty, the Auxiliary Committee for the Review of the Growth of Education in British India, generally known as the Hartog Committee, was appointed. That committee examined the educational systems of India with a view to determining whether they were calculated to produce—

“(i) a popular electorate capable of exercising intelligently the primary functions of citizenship: they should be able to choose their representatives with knowledge and intelligence; to understand, at any rate to a certain extent, the social and political programmes which are placed before them by candidates for election to legislative and local bodies, and, a subsidiary but important matter, to understand the actual machinery of voting;

“(ii) a smaller body of persons (included in the larger) capable of furnishing representatives on legislative and local bodies, and officers of central and local administrations, who by their training and character are fitted to fulfil their functions with intelligence, judgment and rectitude.

“The system of primary and higher primary schools should be so designed as to produce a competent electorate; the system of secondary and higher education, to produce competent and trustworthy representatives and officials.”*

The Hartog Committee were obliged, by their limited Terms of Reference to confine their enquiry to this aspect of education. Our scope is wider. We regard it as one of our main duties under this head to enquire whether the present arrangements provide a form of training suitable for those who are likely to take a leading part in the administration and public life of the Punjab of to-morrow.

It is important to enquire into the lives of the students and to ascertain the motives which prompt them to undertake a university course. At their inception, the primary object of Indian universities was to prepare young men for admission to Government service. We do not wish to minimise the importance of this objective, and we are aware that the universities have achieved considerable success in attaining it. The uprightness and competence of the many Indian officials bear ample testimony to the truth of this statement. It should not be the primary aim of a university to train recruits for Government service. It is therefore highly important to determine whether this narrow outlook has been replaced by wider ideals of service to the community.

Finally, a university is not confined in its scope to the important duty of training undergraduates. It has to play its part in fellowship with other universities in the pursuit of learning for its own sake, and in the conservation and extension of knowledge. We have therefore read with much interest the reports presented to us of research in the several University Departments.

(b) *The form of the University.*—We have next been invited to examine “the amount of teaching given directly by the University, and the degree of control exercised by the University over the teaching imparted in the colleges.”

This Reference at once raises the difficult and important question, what form or forms of university are best suited to the requirements of the Punjab. Colleges existed before universities were created in India, and perhaps in consequence of this fact Indian universities were for many years little more than examining bodies. In recent years, however, developments have been made in two directions. In the first place, what are usually known as unitary universities have been created; in these universities all the recognised teaching is conducted directly by the university, so that the question of colleges does not arise. In the

second place, efforts have been made in certain places to transform the examining universities into teaching institutions. In such cases the relation between the university and its colleges raises very difficult and delicate questions.

Under this head, therefore, it will be necessary first to consider the scope, size and territorial jurisdiction of the Punjab University, and to decide whether it should continue single-handed to serve the needs of so vast an area and at the same time to be so restricted in its authority. If, for these and other reasons, we decide to recommend the creation of new universities, it will then be necessary for us to judge whether a unitary university or universities should take the place of the present university; and, in the event of our answer being in the negative or in a partial negative, whether teaching functions, direct or indirect, should be developed further in the existing University. In prescribing the form of this development the relations between the University and the colleges are all-important.

On the assumption that the existing University is to continue to be a collegiate university, though possibly with a restricted area, it will be incumbent on us first to recommend the degree of association and co-operation which is essential between the University and its colleges, especially in two respects. If the association is to be harmonious and effective, then, in the first place, the colleges should be organically connected with the governance of the University. In the second place, the University should have an effective measure of control over the teaching which is given in its name and over the internal arrangements of the colleges. In particular, we shall enquire into the appointment of teachers, their conditions of work and service, and also into the qualifications of students admitted to the colleges, their discipline and methods of work.

In this connexion we shall also need to examine the present scheme of university teaching. Our main object in this respect will be to enquire whether it is such as to bring about a fruitful and harmonious co-operation between the university and the colleges and between the colleges themselves, and also such as to render the University an organic association of institutions all engaged in proper university work.

(c) *The Governance of the University.*—We have been bidden next to consider “the composition and powers of the several authorities of the University.”

The Senate under the present system is the supreme governing authority of the University, to which all its other authorities are subordinate. We shall therefore enquire whether, in these circumstances, matters of general policy and finance on the one hand, and matters of purely academic importance on the other hand, are appropriately distributed in this system.

Having discussed the problem of the proper distribution of functions, we can then consider the composition of the several necessary authorities of the University. We shall investigate whether those bodies which deal with general questions of policy and finance are sufficiently responsive to, and representative of, educated public opinion; and whether those who teach have an adequate voice in determining matters of academic import.

(d) *The Administration of the University.*—Even if the authorities of the University are suitably constituted and even if their powers and functions are wisely distributed, it does not necessarily follow that the affairs of the University are effectively and wisely conducted. Much depends upon the officers of the University, whose responsibility it is to administer its affairs. We shall therefore enquire whether the administration of the University is in impartial hands, and whether that impartiality is respected and observed by others.

Individual matters which demand consideration in this connexion are those concerned with the regulation of the teaching departments of the University, the prescription of courses of study and of text-books, the conduct of examinations and the appointment of examiners.

(e) *The Finances of the University.*—It is very necessary, on account of the acute financial depression through which the Punjab is passing, to examine whether the existing financial resources of the University are utilised with due regard for economy, and whether the procedure for scrutinising expenditure is adequate. Another matter for investigation is whether there is extravagant overlapping between the University and its colleges, and among the colleges themselves.

A careful scrutiny of expenditure is by no means all that matters in the sphere of finance. We have also to ascertain whether the financial resources of the University are sufficient for the maintenance of its essential functions. Does the University receive reasonable support from public

funds and from private benefactions? Do the University and its colleges receive in the form of fees of different kinds an adequate amount to enable them to provide training such as the Punjab deserves? Retrenchment is not always the most effective means of economy.

(f) *The Foundations of the University*.—Perhaps the most difficult and important part of our enquiry is a survey of the foundations of University training. We have not been invited to consider the condition of the secondary schools of the Province, except as they affect the competence of those pupils who pass on to the University, and also as the schools are influenced in their ideals and scope by the Matriculation Examination; but these matters are of fundamental importance to the well-being of the University.

We shall have frequent occasion in this report to observe that a sound general education is an essential preliminary to university education, and that those attending the University should be competent to benefit by the training which a university should give. We are glad, therefore, that we have been requested to consider "the previous training, and the qualifications demanded from candidates for admission to the University classes and to the affiliated colleges." Though we have not considered it within our scope to scrutinise the working of the schools, we have felt it necessary to determine whether the general conditions of school life and teaching are fitted to produce the type of student who will be likely to benefit by university education. Another important matter for enquiry is whether at the time of admission students are ordinarily of a sufficiently mature age for enrolment in a college of the University. A subordinate but important question is whether the Matriculation Examination is a satisfactory test for admission to the University, and by what authority it should be conducted.

(g) *The University and Government*.—Finally, we must consider the relations of the University and its affiliated colleges with Government. The mutual relations of the three factors in this problem—namely, (i) the University in the narrower sense, (ii) the affiliated colleges and (iii) Government—are not at present clearly defined. The University is in one aspect purely an examining body, which conducts the Matriculation and School-Leaving Certificate Examination, the very title of which suggests a dual function, that is, firstly, to test the fitness of pupils to leave schools

over which the University exercises no direct control; secondly, to test the fitness of candidates to enter colleges, in which they are prepared for the Intermediate Examination of the University. These Intermediate classes may be comprised within distinct institutions, or they may form a section of colleges which prepare candidates also for the Bachelor's and—in a few cases—for the Master's degree in Arts and Science. Moreover, these colleges may be controlled either by Government or by private societies. But all these colleges are to some extent controlled by the University, which in this aspect, therefore, is an administrative body.

Besides being an examining and administrative body, the University also exercises teaching functions, which are sometimes contributory, sometimes exclusive. For example, it conducts exclusively the teaching of Law in preparation for the degrees of LL.B. and LL.M. It co-operates with certain colleges in the teaching of various sciences to the M.Sc. standard. It conducts exclusively the teaching in preparation for the degree of B.Com.; while it collaborates with the staffs of various colleges in the post-graduate teaching of various subjects in the Faculty of Arts and also in the teaching of undergraduates in the newly inaugurated Honours School of History.

In short, the University does not possess a clearly defined form, being partly a purely examining body, partly an administrative machine and partly an inchoate teaching corporation; while in certain of its departments it contributes to the advancement of learning and science by providing opportunities for research. It is essential that this amorphous organisation should be defined and simplified, and that its relations with Government should be correspondingly defined and simplified. To the extent to which it controls and tests education below the standard of the present Intermediate Examination it cannot properly be freed from the direct control of Government and the Legislative Council; while, to the extent that it performs the true function of a university, in conserving, disseminating and advancing sound learning, it should be made as free as possible of direct political control.

15. Each of the topics defined above is important in itself, but still more important in relation to the other topics. We have therefore striven from the outset to preserve a

wide perspective of a complex but integral problem. Attempts at piecemeal treatment of the present condition of the University will certainly prove nugatory. For example, it would be unwise to consider the composition of the several authorities of the University (a matter which, in the opinion of some witnesses, would appear to be almost the only important question referred to us) without defining the proper functions of these bodies. Again, it would be unwise to consider either the composition or the functions of the University Authorities without defining the most appropriate form which the University should assume, as different forms of governance are required for different types of university. It is even more urgent to define the proper purpose of the University. Is it to be a huge administrative machine, which shall provide for the education of thousands of boys and girls from the age of about fifteen upwards ; or should it become primarily a corporation of learning, devoted to the advancement of knowledge and to the training of those who reveal aptitude for higher studies ? We are thus impelled to examine the foundations of the University ; for unless these are truly laid, no alterations in the superstructure, however well-devised, will much avail.

CHAPTER II.

The Creation and Development of the University System in India.

(i) *The Influence of the University: Prospect and Retrospect.*

1 Sir Malcolm Hailey in a Convocation address which he delivered in 1926, as Chancellor, imagined himself in the role of an historian of fifty years on, and therein expressed the belief that the Province would be marked by the following characteristics :*

"A society far more homogeneous, reinforced by many new elements ; separatist or sectional claims yielding to the larger interest in problems affecting the people as a whole ; every-day life quickened and enriched by the grafting on to it of new outside interests, occupations, and diversions, intellectual or physical ; and, as a result, a higher form of common social life, and a new conception of the duties which demand public spirit and personal self-sacrifice."

He then proceeded to ask the arresting question whether the University is taking that part which is at once its due and its duty in the attainment of those ideals, and he suggested certain tests by which his question should be answered :†

"Does it (the University) leave on its graduates an impress, clearly attributable to its own influence, which distinguishes them from other educated men ? Does it occupy in the public mind anything of the position of a court, independent alike of State influence and political prejudices, whose judgment on moral or intellectual issues is respected because of that independence ? Can it claim that it has originated or has stood in the forefront of any movement for the elevation of society or the amelioration of social conditions ? Has it (to apply a practical test) so far won its place as an asset in national life as to have become an acknowledged object of private bounty for its support or the expansion of its work ?"

2. Before applying these tests, he was careful to guard himself against the criticism of "applying tests derived

* Sir Malcolm Hailey's Convocation Address, 1926, page 8.

† *Ibid.*, page 12.

from a comparison with Western institutions, not during the period of their growth, but in their later and more complete development. It is no proper test of an Indian university, largely a creation of the modern Indian administration, to compare it with the great western universities of to-day, dowered by traditions and established in a position built up by centuries of autonomous life." He therefore tried to take into account such limitations as have been imposed on the University "both by the nature of its origin and by its present circumstances." But the following passages* in his address must provoke serious reflection :

"History will, I know, pay its tribute to the attainments and the character of many of the men it (the University) has produced ; it will not be unmindful of the influence exercised on individuals by the many devoted heads of colleges and professors who have given their lives to its service. But you will, I hope, acquit me of any unfriendliness, if I suggest that history will express some disappointment that it has not counted and does not to-day count for more in the life of the Punjab at large. I am doubtful if the University, much as it may aid the youth of the Province in the acquisition of knowledge, leaves on the great mass of its graduates any characteristic which can be attributed purely to its own influences. Fine as are many of the men who have received their education here, I find somehow but few examples of the distinctive university type, the man who knows and shows that, to use the words of the New Testament, he has been 'a citizen of no mean city.' It is difficult to define the type ; we see it best in the men who seem instinctively to reject the standards of the forum or the market place, and instinctively to look beyond the meaner ideals and material aims of common men.

not see that the University has yet captured the imagination of the Punjab at large as a guide and influence in the betterment of life. I see large sums of money spent on religious or communal objects ; I do not find in the University records a mention of those large benefactions for the promotion of learning which so many of us, poor scholars in English universities, remember yearly with pious gratitude.

"I regret that there seems to be no close touch between the University and the large landowning families of the Province—a class to which in Europe university life has always made a special appeal.

"Whatever may be the indirect influence of university life on the individual, I do not find the direct and collective influence of the University combating the sectional partisanship which is clogging our progress. I see some attempts to bring socially inferior castes into the general scheme of society, a movement of vast importance; but I do not see any part of the stimulus coming from the University itself

"We all agree that the distinctive mark of our period is a growing enthusiasm for education; I doubt if the University could claim that it is instilling in the minds of our teachers that almost apostolic enthusiasm for their vocation which would make them true guides and ministers of the movement.

"Lastly, coming to its purely educational aspect, I doubt it common opinion, to say nothing of expert academic opinion, would hold that the curricula it controls and the tests it applies are at the moment those best fitted to broaden the mind or to cultivate intelligence. There is a very general feeling that the great increase in the number of our graduates has been followed by a falling off in standards; the Matriculation cannot be considered a test of ability or even of knowledge; the ordinary degree can be obtained on terms which—however they may strike the examinee—do not secure for it the estimation which it should possess in public opinion. I am not of course making a wholesale condemnation. I am aware of the great difficulties which his student has to overcome, and a man who has obtained his degree can claim that he has shown industry, persistence and self-control; I would prefer him to the man who has never made the attempt, or has failed in the attempt. But most of us agree in deploring that we cannot place a more implicit and unquestioned faith in the degree as a test of capacity."

3. He probed to the root of the problem. The question which we and many others have asked is whether the University is exercising that influence in the development of the life and character of the Province which its friends could wish. We believe that, in its main conclusions, Sir Malcolm Hailey's verdict cannot be challenged. In the following sections of this chapter we shall examine the origin and development of the university system in India, with a view

to seeing whether this disappointing picture is due in the main to certain limitations and disadvantages from which this University has suffered and is still suffering, and whether those limitations can be removed, or at least reduced.

(ii) *Lord Macaulay's Minute of 1835 : Religion and Language.*

4. It would be irrelevant to discuss in detail the controversy which raged in Bengal during the early part of the last century between the oriental and western schools of thought, but we recall the fact that the Minute of Lord Macaulay in 1835 was the decisive factor in the victory of the western school, and that that victory had far-reaching influence on the development of Indian education. Two important principles were then enunciated : first, that Government should maintain complete neutrality in religion ; second, that thenceforward the funds available for education should be devoted mainly to the support of schools and colleges in which western learning should be taught through the medium of English.

5. Warren Hastings had consistently maintained that "if the British power was to be lasting it must become an Indian power, and that its greatest gifts would be the gifts of order and justice, under which the ancient indigenous culture might revive and flourish." Though in 1835 the British Government determined to make a momentous change from that policy by deciding thenceforward actively to encourage the introduction of western learning in schools and colleges, they continued to preserve an attitude of religious neutrality so far as the institutions maintained by Government were concerned.

6. At the same time there appeared an easy means by which many of the students would be enabled to pursue their secular studies in a truly religious environment ; and the times were propitious for the development of such an experiment. As soon as the ban on private enterprise had been removed in 1815, colleges of western learning grew apace. The first institution of the type was the Hindu College in Calcutta, which was started by the joint efforts of David Hare and Ram Mohan Roy. But the Christian missionaries were not tardy. In 1818 Carey, Marshman and Ward established in the Danish Settlement at Serampore

the first missionary college in India and in 1827 they obtained from the King of Denmark a charter granting the power to confer degrees,—a right which is still exercised in respect of degrees in theology. In 1820 Bishop's College was founded by the Anglican Church at Sibpur, near Calcutta. In 1880 Alexander Duff founded a college in Calcutta, which developed later into the present Scottish Church College; other colleges were shortly afterwards opened under similar auspices in Madras and Bombay.

7. The British Government, though reluctant to interfere in the religious beliefs of the people, were anxious to encourage these mission colleges, to bring them within the general system of education, and to protect the youth of the country against the undoubted evils of a purely secular education. The missionary colleges, on their part, were keenly anxious to take their full share in the spread of the New Learning. Indeed, it was largely through their influence and efforts that the New Learning itself had been introduced into India. It was therefore an easy step to the arrangement which was then made that, while the colleges should be free to carry on their religious activities, they should receive encouragement in their secular work. Practically all the available money was devoted to the development of Government schools and colleges until the grant-in-aid system was introduced as a result of the despatch of 1854; but this was of little moment, as the missionaries received strong financial support from their friends overseas.

8. For a time this compromise was attended by admirable results. Colleges were few and small; there was abundant scope for intimate contact between teachers and students; and there was a keen desire on the part of Europeans and Indians alike to co-operate in schemes of social and moral improvement. But grave difficulties soon appeared, and it quickly became clear to observant minds that the introduction of western learning, without any official sanction or recognition of religion, was bound to lead to untoward results.

The present problem in this respect has been portrayed in the report of the recent Commission on Christian Higher Education in India, who observed that with the influx of new ideas there are now in India two contradictory movements: one towards a self-conscious return to extreme

orthodoxy, which itself is allied with a spirit of militant communalism; the other not only away from orthodoxy, but away from religion altogether. In the consequent confusion the student community is fast losing its bearings. It is a general belief that the forces of secularism are now fast gaining ground among the student community.

9. It must also be recognised that many of the present-day denominational colleges are infected by a spirit of aggressive communalism, and this fact has proved an additional obstacle to the maintenance by the University of a positive religious influence. As Sir Malcolm Hailey observed in his Convocation Address, the true function of religion is to be a guide in the conduct of life and of thought. Whenever it steps beyond this sphere and seeks to bind its followers into communities so circumscribed as to create social division and antagonism, it becomes an explosive rather than a cement of society.

10. The second great decision made in 1835 was, as already noted, that the administrative and financial support of Government should thenceforward be given to schools and colleges of western learning, whose teaching should be given through the medium of English. But the originators of that policy did not intend that with the introduction of western learning the study of the classical oriental languages should be neglected. They merely decided that in institutions supported by the State English and not Sanskrit or Arabic should be the medium of instruction. Moreover, both parties in these controversies agreed that, though the vernaculars were not yet sufficiently developed for use as the media of instruction, they should be improved in the hope that eventually they might be used as the media for the diffusion of western knowledge. The Government could not have been expected to forecast the subsequent neglect of vernacular education, which has been so distressing a feature of Indian educational development; nor could they have foreseen the sad neglect of the teaching of the vernaculars in schools and colleges. Even a cursory glance at the reports of the Education Department shows clearly that the vernaculars are only too often the worst taught of all school subjects. This is due not so much to active hostility as to the fact that vernacular teaching is regarded almost inevitably as merely subsidiary in a scheme of western education.

It is a grievous impediment to students that they still receive instruction in western learning through the medium of a foreign language. The time spent in obtaining a mastery of English as the vehicle of instruction is very great, probably amounting to almost one-third of the total period of education; and it is doubtful whether the object of all this labour is even then properly achieved by many students. The fact, for example, that a student who is reading for the B.Sc. Examination in Agriculture is expected to undergo at the end of his course an examination in English, in which he is prone to fail, appears to indicate that he has not even then obtained a real mastery of English, through the medium of which he has been obliged to study his professional subjects. With an indifferent grasp of English and a scanty knowledge of his mother tongue, the average Indian student finds it extremely difficult to make much headway amid the intricacies of western learning. Consequently he has placed himself under the tutelage of text-books, especially on the side of the Humanities, and has not therefore properly developed his independent judgment and his critical and constructive faculties. On the other hand, many Indians have undoubtedly achieved remarkable success in the acquisition of English.

11. The divorce of the official educational system of the country from religious influence and the use of a foreign medium have been attended by unfortunate results beyond as well as within the colleges. The present system of education is largely out of touch with the lives, needs and thoughts of the mass of the people, and the lives of pupils and students in schools and colleges have become dissociated from their homes lives, to the grave disadvantage of both. The founders of the system confidently expected that within a few years the ideals of the universities and schools would become the ideals of the communities from which the students came, but that hope has not been fulfilled. Higher education has created a wide and growing gulf in the habits of life and thought between the *intelligentsia* and the mass of the people. How to reverse the process, how to bridge the gulf is perhaps the most important question which educationists in India have to face.

12. Even if these disadvantages were unavoidable they could have been reduced by wise precautionary measures.

Because of the absence of the restraint which should be imposed by religious influence, and of the use of a foreign medium, it is all the more necessary to adapt the scheme of education to the needs of the people and the conditions in which they live. A firm foundation of general education should be established in the schools; the teaching of Indian modern languages should be improved; colleges in which a love of learning is allied to true religion should be encouraged; classes should be small so that contact between teachers and pupils should be made more intimate; young men and women should be imbued not only with sound learning, but also with a spirit of leadership and an incentive to service.

(iii) Education and Government Service (1844).

13. Other important decisions were made in the 'thirties' of the last century, which have had an important bearing on the development of university education in India. In the same year that Lord Macaulay wrote his Minute, the freedom of the press was officially recognised. Two years later English superseded Persian as the language of the courts.

The latter change had a twofold effect. In the first place, Muslims suffered from a great and obvious disadvantage, which was accentuated by their reluctance to allow their children to substitute a study of English for that of Persian and Arabic in schools and colleges. That reluctance still persists to a remarkable degree in many parts of India and largely explains the backwardness of the community in higher education; but fortunately it is by no means so evident in the Punjab, where in recent years Muslims have entered the ordinary schools and colleges in ever-increasing numbers.

14. The second effect of this change was that in 1844 Lord Hardinge felt himself justified in announcing that thenceforward in making Government appointments preference would be given to those who had received a western education and had acquired an adequate knowledge of English. Thus western education became the passport to Government service, with the dual result that vernacular education was further retarded, because boys in vernacular schools became ineligible for Government service, except in the lowest posts: and the ideals of higher education became obscured

by the very close association of university work and examinations with the material prospects of Government service. Indeed, it is a too commonly accepted belief that the primary object of university studies is admission to Government service, while that of the high school course is to pass the Matriculation Examination with a view to entering a college with the same objective.

15. The authors of this practice did not wish to pervert the ideals of university education. Indeed, they regarded the practice merely as a temporary expedient and they hoped that other more suitable methods of recruiting the Government service would shortly be made. It is surprising that this practice has been allowed to continue in spite of obvious warnings and disconcerting results.

(v) *The Affiliating Universities (1857).*

16. The earliest of the affiliating universities in India were those of Calcutta, Madras and Bombay, founded in 1857 on the model of the University of London, which then admitted to its examinations only those candidates who had received training in its affiliated institutions. In the following year the University of London abandoned the affiliating system and admitted students to its examinations without reference to the places in which they had been trained.

The men who laid the foundations and framed the constitutions of these pioneer universities judged, not unnaturally, that the model of the University of London best suited the needs and conditions of India. In many respects they were right. The expense of creating the new universities was negligible, and consisted merely in providing the bare necessities of an administrative organisation. This was an important consideration, when we recall the terrible upheaval through which the country was then passing. The new universities provided an easy means of testing impartially the fitness of candidates for Government service. They also greatly increased the scope of the promising little colleges, which deserved development. They were especially welcomed by the Mission colleges, which desired to retain their freedom and to develop their religious activities, but yet to form a part (and, as it proved, an important part) of the new university system. The practice

of affiliating these colleges to the universities proved beneficial, because it obviated an excessive measure of concentration in those days when communications were scanty and travelling was tedious, expensive and difficult. Collegiate teaching was not confined to the University cities; colleges were developed in distant places, with the advantage that their work could easily be standardised and regulated by the affiliating universities. It would have been a serious loss to the India of those days, had university training been confined to the three Presidency towns.

17. It should also be remembered that the scheme of university training was subsequently interpreted in a more rigid and narrow spirit than the originators intended. The Calcutta University Commission* observed in this connexion :

“ The authors of the despatch of 1854 assuredly did not intend that their system should be so narrowly conceived as it came to be in practice. They did not mean that university examinations, as such, should be accepted as the sole tests qualifying for public posts; they also recommended the institution of special civil service examinations. And while they manifestly contemplated that the ordinary subjects of study should be dealt with by the colleges, they did not intend that the universities should be deprived of all teaching functions; on the contrary, they recommended the establishment of a number of university chairs ‘in branches of learning for the acquisition of which, at any rate in an advanced degree, facilities do not now exist in other institutions.’ ”

18. It may be judged from this and other passages of their report that the Calcutta University Commission were very critical of the affiliating system, especially as it has been interpreted and developed in India. In support of their opinion,† they state :

“ The traditional idea of a university, which has survived the test of centuries, is something far different from this. According to the accepted view of almost all progressive societies, a university ought to be a place of learning, where a corporation of scholars labour in comradeship for the training of men and the advancement and diffusion of knowledge. On this definition the Indian universities,

* Volume I, Chapter III, pages 40-41.

† Volume I, Chapter III, pages 47-8.

in their first form, were no true universities. They were not corporations of scholars, but corporations of administrators; they had nothing to do directly with the training of men, but only with the examining of candidates; they were not concerned with learning, except in so far as learning can be tested by examinations. The colleges were the only 'places of learning,' and the system tended to weaken the responsibilities of the stronger colleges and, under the conditions prevailing in India, to reduce them to coaching institutions. The University, being merely a group of administrative boards, had no direct contact with the real work of teaching; it could contribute nothing to strengthen the intellectual resources of the colleges, and little to stimulate free criticism and independent thought among teachers or students. With its uniform curricula and its exaggerated emphasis upon examinations, the system reduced the colleges too much to the same pattern. It encouraged them, for the sake of economy, to limit their teaching to the ordinary conventional subjects, and to disregard those more practical issues to which the despatch of 1854 had attached so much importance, it often prevented the teacher within his subject from teaching the things he cared most about and understood best; it led the student to value the discipline of his training not for its own sake, but mainly as a means for obtaining marketable qualification. In the long run, such a system must have a sterilising influence."

19. There is a great deal of truth in these criticisms; but the Calcutta University Commission were over-conscious of the shortcomings of the affiliating system. As we have already shown, at the time when the universities were established many important considerations supported the choice of this type; and a less flexible system of university organisation, though perhaps more acceptable in theory, might easily have defeated itself in practice. It is also doubtful whether the Commission sufficiently considered the wide distances, the poverty, the social and other differences of India and, above all, the necessity of providing, even indirectly, for a religious environment in at least some of the colleges. Moreover, the use of the foreign medium of instruction rendered it extremely inadvisable that students should be taught in large units; in these regards the smaller collegiate institutions offered great advantages.

In any case, the immediate results were far from unsatisfactory. Higher education received a strong stimulus, which was widespread throughout India. Many persons have borne eloquent testimony to the admirable results which were achieved in the early days. "The thing must be seen to be believed," wrote Sir Henry Maine, "and I do not know which is the more astounding, the more striking, the multitude of the students, who, if not now, will soon be counted, not by the hundred but by the thousand, or the keenness and eagerness they displayed. For my part, I do not think anything of the kind has been seen by any European University since the Middle Ages." Lord Morley also held strongly that the universities made a deep impression on the mind of India. "I have often thought," he wrote, "since I have been concerned with the Government of India that the first establishment of universities was a far more momentous event and one almost deeper than the transfer to the Crown."

20. The strength of the affiliating system lies in its very weakness: so long as the colleges remained few and small and so long as they were not cramped in their teaching and development, the system was by no means unsuitable to India. This happy state of affairs might have continued for many more years, had not the system become overburdened and indeed broken by the weight of largely increasing numbers of students (many of them unsuitable for university instruction) and also by a rapid increase in the number of colleges, many of which received very little financial support and were almost entirely dependent on the fees of students and possibly on exiguous Government aid.

This unfortunate tendency was hastened by the recommendations of the Commission of 1882 which, in the sphere of high school education, advocated a speedy devolution of its responsibilities by Government to private enterprise, in order to release funds for the development of primary education. The main object of this innovation was certainly laudable; but in effect it weakened the very foundations of the affiliating universities by encouraging, especially in Bengal, a type of school which was so straitened in its resources that it could do no more than coach its pupils for matriculation. Colleges also grew up whose methods were tainted with a desire for commercial gain, and which could

place before students no higher ideals than the attainment of marketable degrees.

21. Thus the basic problems, even at the end of last century, were to devise means for coping satisfactorily with the rapidly increasing numbers of university students and to lay sure the foundations of school education, rather than to construct a new university machinery, important though the latter task may have been. In any case an attempt to remodel the university machinery, by itself, would have been futile. During the present century the numbers of students have increased even more rapidly. A general belief prevails that the standards of many of the university examinations have deteriorated with the rapid and vast increase of the number of students. It is difficult to test general impressions of this kind ; but in these unfavourable circumstances at least the standard of teaching has deteriorated.

(v) *The Commission of 1902 and the Act of 1904.*

22. At the beginning of the century the affiliating universities in India required reform, and a period of reconstruction ensued. The Commission of 1902, which was appointed during the viceroyalty of Lord Curzon, were unfortunately precluded by their Terms of Reference from considering the condition of the schools ; and in the sphere of the universities they focussed attention on the improvement of the administrative machinery. Indeed, the main effect of the Universities Act of 1904—though it proved beneficial in certain directions—was to overtax with additional burdens the already overlaid machinery.

23. The machinery certainly needed attention. The Senates of the Indian Universities had become unwieldy. It was not unusual to appoint Fellows on honorific grounds and not because of their capacity, experience, or interest in the work of a university. The numbers on each of the Senates were therefore considerably reduced by the Act of 1904 ; that of the Punjab University to a maximum of 85 and a minimum of 42 Fellows. But no attempt was made to alter, or even to consider, the distribution of the functions and powers of the Senate, and to adopt a policy of devolution. The Senate still remained the Body Corporate and the supreme governing organ of the University ; yet in most other uni-

versities several of the organised bodies of the University together form the Body Corporate.

24. The teachers in the colleges were very scantily represented on the Senate. If (as was often the case) a senior and experienced college teacher were not a member of the Senate, he was not in the legal sense a member of the University at all. Again, membership of a Faculty depended entirely on membership of the Senate, and therefore very many teachers did not find place or even representation on those bodies which discussed matters in which they were particularly interested and experienced.

By the terms of the Act of 1904, certain improvements were introduced. The Faculties were empowered to co-opt a certain number of their graduates and other persons possessing general knowledge of the subjects of study represented by the Faculty; but the Faculties did not thereby become associations of teachers and scholars for the purpose of dealing with the academic affairs of the University.

It was also provided that at least two-fifths of the Senate should be "persons following the profession of education"; and that "a number not falling short by more than one of a majority of the elected members of the Syndicate shall be Heads of, or Professors in, colleges affiliated to the University." But no provision was made for the direct representation of the teachers as such on any of the authorities of the University; therefore their membership of such bodies continued to depend upon fortuitous circumstances. Nor was provision made for the recognition even of the professors of the University, whose appointment was provided for in the Act.

25. Another object of the Commission was to strengthen the control of the universities over their affiliated colleges. Such action had not been urgently required in the early days, since the colleges were then few in number and as a rule adequately staffed and equipped to cope with the comparatively small numbers of students who attended them. But the large increase in the number of students and the creation of colleges which were inadequately financed, staffed and equipped made closer control necessary. The conditions of affiliation were made more exact and more compulsive. Instead of being comprehensively affiliated, colleges were now to be affiliated in individual subjects to a specified standard in each course. The colleges were also to be inspected

periodically by Committees appointed by the University, and detailed rules and regulations were prescribed in order to assure adequate instruction; but it is difficult to effect improvement by external regulations.

26. Perhaps the main object of the changes effected in 1904 was to increase the control of Government over the universities. The measures which were then taken undoubtedly appear formidable, at least on paper. The Governor of the province was to continue to be Chancellor, and in him was vested the appointment of the Vice-Chancellor. He was also empowered by the Act to nominate an overwhelming majority of the Senate, while his approval was required for the election of the remaining members. Moreover, all new regulations and all amendments to old regulations became subject to the approval of Government. Affiliation or disaffiliation of a college was to be an act of Government, after previous consultation with the authorities of the University through the Director of Public Instruction, who became a member of the Syndicate.

It is doubtful whether the object of these provisions has been achieved in practice. The right of nomination does not necessarily result in a subservient Government majority in the Senate, even if such a majority were desired; and the Chancellor has little discretionary power in making these nominations, as the new nominees usually "choose themselves" by possessing qualifications and experience which can scarcely be overlooked. Government has seldom refused to sanction either new regulations or changes in the existing regulations; but Government was not given the authority to amend the regulations which are submitted for its approval, and has therefore been placed in the awkward dilemma of having either to accept or to reject a regulation which it disapproved in part. As a result of these changes, Government lost influence, but did not gain authority or power.

27. Another object of the Act of 1904 was to transform affiliating into teaching universities; but the traditions of the affiliating system were deeply imbedded in the minds of both critics and supporters of the Act. All seem to have been satisfied with the declaration that the universities should be empowered to provide teaching in their own name and under their own management; but no precaution

was taken to ensure that such teaching should interlock harmoniously and co-operatively with that given by the colleges ; or that a university should possess adequate powers of control over the teaching given in the colleges. The colleges, even where located in close proximity, continued to work in isolation, and were expected with their own resources to provide a complete training for all their students in all the subjects in which they were affiliated. The universities could use their newly-won powers only to a limited extent to supplement the resources of the colleges, especially in those directions in which weakness was obvious, and thus exercise a salutary influence over the whole of the teaching. In fact, very little effort was made even to organise the teaching within the colleges, especially those located in the university centre itself, so that they should combine their resources for their mutual benefit.

In consequence there seemed little scope for the universities to justify their existence as teaching bodies. The only resort for the university seemed to be to reserve for itself a sphere of activity in which it would supplant rather than supplement the efforts of the colleges. In Lahore the Punjab University has selected the honours courses and post-graduate teaching in certain subjects as part of that sphere of activity ; in certain other universities, notably Calcutta, only post-graduate studies have been chosen. As a result of the changes made under the Act of 1904, only a partial and indirect advance has been made towards the creation of teaching universities in the true sense of the word.

28. The Calcutta University Commission were justified in their criticism of the Act of 1904 :*

" The report of the Commission, therefore, and the Act of 1904 which was based upon it, aimed not at any fundamental reconstruction of the Indian university system, but at a rehabilitation and strengthening of the existing system. And just as the Commission of 1882 was excluded from considering university problems, so the Commission of 1902 was excluded from directly considering school problems ; with the result that, equally with its predecessors, it was unable to deal with the problem as a whole."

*Volume I, Chapter III, page 66.

Yet it is in accordance with the Universities Act, as amended in 1904, that the Punjab University is expected to meet the actual needs of the Province.

(vi) *The Calcutta University Commission (1917—19).*

29. Within a few years of the passing of the Act of 1904 it was found necessary to reconsider the problem. In the interval an important Commission, in a report of great interest, had advised the reconstruction of the University of London; and the University colleges at Manchester, Liverpool and Leeds, which had been associated in a federal university, were reconstituted as separate unitary universities, organised for direct teaching. In this country also a conviction was developing that, as Lord Hardinge said, "an examining university would not satisfy any longer the needs of an advancing India."

The Calcutta University Commission was appointed in 1917. The Government of India had no intention of cramping its scope, as had been the case in 1882 and 1902. It was not precluded from examining the school training which is the foundation of university training, for it was requested to consider "the qualifications to be demanded of students on their admission to the University."

30. The Commission suffered from one disadvantage. During its enquiry the late Mr. Edwin Montagu made the momentous declaration in the House of Commons in regard to the political development of India; and one of the results of the political changes which were introduced in 1921 was that Education became a "transferred" subject and thus ceased to be controlled and directed by the Government of India. We do not wish in any way to criticise these political changes, but from our immediate point of view it was an unfortunate coincidence that the directing and co-ordinating agency of the Government of India was removed just at the time when it seemed to be most needed, and when fundamental changes had been proposed by an authoritative and experienced Commission. Since 1921 each province has tended to go its own way without much regard of what is happening elsewhere in India, with the result that educational problems, including the policy and organisation of the universities, have lacked co-ordination; though the Conferences of Indian Universities in 1924 and 1929 and the Inter-University

Board have attempted some co-ordination. It can no longer be urged, however, that there is lifeless uniformity, or any lack of experiment or initiative in educational development.

31. From the very outset of their enquiry the Commission were impressed by the urgent necessity of reducing the immense size of the University of Calcutta,* which—

“is in respect of the number of its students, the largest university in the world. But it is a commonplace that a university, just because it is concerned with so individual a business as the training of the mind, can easily become too large. When the students of Berlin approached five figures, it was felt that their numbers were becoming too great to be effectively dealt with by a single organisation even though they were all gathered in a single city. The University of Calcutta has to deal with 26,000 students scattered over an immense province wherein communications are very difficult; it is responsible also for the educational control of more than eight hundred schools,—a function such as no university outside of India is called upon to perform; and under these conditions it is unreasonable to expect that its governing bodies should be able to deal with their immense and complex task in a wholly satisfactory way.”

32. The Commission made a careful examination of the schools, which they found very unsatisfactory, for example, in accommodation and equipment, in teaching capacity, in provision for physical training and recreation. The Commission also found that the schools were too narrowly concerned with the preparation of boys for matriculation, the goal to which all their teaching was designed to lead. Moreover, the standards of that examination were deteriorating, with the result that the colleges were overcrowded by students who were ill-fitted for university education. Even more serious was the lack of influence exercised by the schools upon the character of the pupils.

“Pressed further home,” wrote the Commission† “the charge amounts to even more than this: it implies that the schools have no spiritual life which touches a boy’s inner nature, no corporate unity which appeals to and can sustain his affectionate loyalty, no moral or intellectual flame which may kindle his emotions.”

* Volume I, Chapter II, page 21.

† Volume I, Chapter VIII, page 237

Our experience has been in no way so depressing as that of the Calcutta University Commission fifteen years ago.

33. The Commission proposed that the foundations of the University should be strengthened by a radical improvement and reconstruction of the school system, and were of opinion that this object could best be achieved by making a clear line of demarcation between University and school work at the Intermediate stage. For this purpose the Commission recommended that the Intermediate classes should be removed from the jurisdiction of the University, and that a new type of institution, to be called an Intermediate College, should be constituted, which should consist, either of the two intermediate classes, or of these and also the two upper classes of the high schools. A Board of Intermediate and High School Education was to be constituted and to be responsible for the supervision of these new institutions. The university degree course was to be extended from two to three years.

34. Many, before the Commission, had been alarmed by the ever-increasing size of the affiliating universities, and had become dissatisfied with the narrowness of their scope. At first, however, the main desire had been to relieve the existing universities rather than to formulate a new type of university which would be better suited to the requirements of India. With this object the creation of new affiliating universities (with certain improvements) in Bihar, Burma and the Central Provinces was under consideration at the time when the Commission was appointed.

35. At Dacca, however, there was a unique opportunity for breaking new ground. Dacca College (a Government institution), with its fine new buildings and up-to-date equipment, was situated in delightful surroundings in Ramna on the outskirts of the city; and Jagannath College stood some little distance away, closer to the city. As only two colleges had to be taken into account, college interests and traditions did not present such formidable obstacles to the formation of a unitary university as they did later at Allahabad and Lucknow and as they now do at Lahore. Moreover, Dacca possessed great material advantages. As a result of the territorial rearrangement of Bengal in 1912 the Province of Eastern Bengal and Assam had ceased to exist; consequently Government property, including a Government House, a Secretariat, a Press, etc., were all made available for the

proposed university. It was doubly fortunate that these buildings were close to Dacca College and that an abundant supply of land was also available.

36. A Committee, under the chairmanship of Mr. Nathan, had been appointed to consider the creation of a university at Dacca and had submitted their report shortly before the Calcutta Commission was appointed. The members of that Committee undoubtedly made laudable efforts to improve on the existing type of university, yet they were content to reproduce in more expensive conditions the radical defects of the older universities. In the first place, no suggestion was made to improve the quality of the students entering the new university, or to select those who were really capable of profiting by a university course. In fact the entrance standard of the Calcutta Matriculation was to be accepted as the test of admission to the new University of Dacca. In the second place, though university professors were to be appointed by the University and though the whole of the science teaching was to be given by the University in its own laboratories, all the intermediate teaching was to be given in the colleges, and the degree teaching by means of a somewhat ill-defined scheme of collegiate co-operation. Thus though the proposed university may have been an improvement on the old type, it could not have been classed as a teaching university in the full sense of the word.

37. A departure in the direction of a teaching and residential university had already been made in 1916 by the creation of the Benares Hindu University, which had been erected upon the old Central Hindu College at Benares; but it is doubtful whether the originators of that university, or even Government itself, really desired to break away from the affiliating system and to create a new type of university in India. Indeed, the originators of the University were at one time keenly anxious to affiliate colleges in other parts of India to the new university; but in the end, after much discussion, the territorial jurisdiction of the university with respect to colleges was limited by the Act to Benares.

38. The Calcutta University Commission, however, advocated the institution of unitary universities because they were convinced that they were sound in themselves, and not merely because they might be a means of giving relief to the already over-burdened affiliating universities. They

therefore made detailed plans for a unitary university at Dacca, in which all the teaching should be controlled and conducted by the university. They also urged that special treatment and encouragement should be given to certain mufassal colleges in Bengal, with a view to their future development into universities of a similar type.

39. The Commission can scarcely complain of the response which has been made to their proposals in regard to the creation of unitary universities. In addition to the University of Benares, which was instituted shortly before the Commission began their enquiry, five new universities were created within a few years at Dacca, Rangoon, Lucknow, Aligarh and Delhi, all of them to a greater or lesser extent of the unitary type. In addition, in the Indian States, somewhat similar universities have been started at Mysore and Hyderabad. A small unitary university, the Annamalai University, has also been created in more recent years at Chidambaram, south of Madras. Moreover, the old affiliating university of Allahabad has been transformed into a unitary university, and a new affiliating university has been created at Agra, which has taken over the affiliating functions formerly exercised by the Allahabad University. Two new universities of the affiliating type have also been created at Patna and at Nagpur, though in each case certain improvements on the old system have been made. Still more recently another (the Andhra University) has been created at Bezwada and since transferred to Waltair. Thus there are now in India eight universities (Calcutta, Madras, Bombay, the Punjab, Patna, Nagpur, Andhra and Agra), which are largely of the affiliating type; and ten (Benares, Dacca, Lucknow, Allahabad, Aligarh, Rangoon, Mysore, Hyderabad, Delhi and Annamalai), which are mainly of the unitary type. In the Punjab, almost alone of the provinces of India, no attempts have been made either to split up the existing affiliating university, or to create others of a different type.

40. The Calcutta University Commission have been less fortunate in obtaining acceptance of their other important proposal, that the qualifications of students in universities should be improved by fixing the Intermediate as the test of admission, and by the creation of a new type of institution to be called an Intermediate College, which would provide the youth of India with really good schooling and also enable the universities to concentrate their resources and energies

on imparting a proper university training to those qualified to receive it.

The preparatory education for no Indian University is sound and strong; the great weakness at present is the serious absence of that good general education, without which no university can prosper. Indeed, the present position is even less satisfactory in certain respects than before. In most of the universities the old Matriculation age-limit (in the Punjab it was fifteen) has been abolished, with the result that many students have been admitted to the universities who are still too young for university education.

41. The Commission were faced by grave difficulties when they came to consider the future development of the University of Calcutta, even on the assumption that relief would be given by the creation of new unitary universities and by the removal of the Intermediate classes from the jurisdiction of the university. The large number of students, the wide distances separating many of the Calcutta colleges from the university centre and from each other, and the great expense involved, prohibited them from recommending what they clearly desired, the creation of a unitary university in Calcutta itself.

The Commission explained their conception of the relations which should subsist between the university and the constituent colleges. They were critical of the scheme of post-graduate studies which had recently been formulated under the management of the university. They deprecated any sharp line of division between the higher and the lower teaching of the university, and pointed out that a system of advanced teaching should not be built up at the expense of undergraduate teaching. They were emphatic that the true functions of a university of the type proposed should include not only the provision of direct teaching, but also the proper control and organisation of such resources as were available in the constituent colleges. The re-constructed university would not compete with its colleges but would supplement their resources; it would appoint its own teachers; it would recognise and, in some cases, assist in the appointment of college teachers for the purpose of giving instruction in its name; it would organise instruction so as to prevent overlapping; it would

maintain a central library, and so forth. The Commission* summed up their views in the following words :

" In short, under a new and happier system, the University ought not to stand merely in the relation of a task-master to its constituent colleges. It ought to assist and strengthen them. It can do this in part by giving guidance and advice, and by encouraging its best men to take a deeper interest in college work ; in part by providing instruction, such as the colleges could not themselves provide, which can be used by their students ; in part by giving recognition and emoluments to the best college teachers, and so helping the colleges to retain good men on their staffs "

42. The Commission found much that was defective in the governance of the university. The Senate appeared to them to be insufficiently representative of, or responsive to, educated public opinion ; the Syndicate was overburdened with routine work ; there was no proper authority responsible for the management and organisation of the academic affairs of the university, as the Faculties and Boards of Studies possessed only advisory functions and could not be regarded as expert bodies.

In the opinion of the Commission, the governing authorities of the university were unsatisfactory not merely in their composition, but also in their relation to each other. The Senate was the supreme governing body of the university, and therefore all other bodies were subordinate to it. In consequence, important matters of policy and finance received insufficient consideration. At the same time the procedure for disposing of matters of subsidiary importance was cumbrous and dilatory.

43. The Commission proposed the constitution of (i) a Court, which should be a large representative body, whose assent should be required to fundamental legislative changes, but not to details of regulations, and which should exercise a general supervision over the finances of the university ; (ii) an Executive Council, which should be a small body entrusted with financial and administrative duties ; and (iii) an Academic Council, which should be the supreme body in academic matters and the final authority for most of the academic business of the university.

For the regulation of the functions to be distributed between these several bodies the Commission proposed that, in place of the present regulations, there should be different categories of measures by which the decisions of the university should be promulgated; namely, Statutes, Ordinances and Regulations. The procedure for making these varied types of enactments should be different and should be adjusted to the functions recommended for the several authorities. By this advice greater flexibility would be introduced into the university machinery.

(vii) *Stages in the development of the University of the Punjab.*

44. The movement which led ultimately to the establishment of the University of the Punjab began with the formation in 1865 of a society called the Anjuman-i-Punjab. The founder and first President of this Society was Dr. G. W. Leitner, who was at that time Principal of Government College, Lahore, and its members were all men of social, official or literary prominence in the Province. The objects of the Anjuman-i-Punjab included the revival of oriental learning, the advancement of popular knowledge through the medium of vernacular languages, the promotion of industry and of social, literary, scientific and political interests, by the association of the learned and influential classes with Government. The Anjuman-i-Punjab was a non-official association, but received the financial assistance of Government under the system of grant-in-aid.

The Anjuman voiced a definite reaction in the Punjab against the policy of the "westerners," which had triumphed in Bengal with the adoption of the Macaulay Minute thirty years earlier. Whilst they recognised the benefits of an education in English in the subjects and by the standards approved in Europe, they expressed their conviction that the official system of education which had prevailed in India during the past thirty years had neglected the traditional and religious culture of the people, and that it had attempted to impose the European system without sufficiently adapting it to the sentiments and requirements of the Indian peoples. Consequently, it was urged, indigenous educational institutions had fallen sadly into decadence.

45. Sir Donald McLeod, then Lieutenant-Governor of the Punjab, therefore urged that greater encouragement

should be given to "the creation or extension of a vernacular literature." The Anjuman was invited to make constructive proposals to this end, and it responded, through its President, Dr. Leitner, with a scheme for the establishment of an "Oriental University" in the Punjab, which was laid before the Lieutenant-Governor on 13th October, 1865.

The scheme was not anti-western ; it did not assert that the English language and European learning and science were to be deprecated ; but it urged that the projected university should bear the impress of an oriental people, that the classical and vernacular languages of the country should be promoted, and that the mass of the people should receive a modern education in their own languages. The scheme proposed that the institution should not be a mere body for conducting examinations in the European curriculum only, but should also teach and examine in the languages of the people.

Sir Donald McLeod expressed his sympathy with this proposal of the Anjuman-i-Punjab, and during the next three years agitation for its adoption continued. In March, 1868, he presided at a public meeting at Lahore which resolved "that the University take up the teaching of students from the point when the Government colleges (i.e., of Lahore and Delhi) leave it off" and "that education be conveyed as far as possible through the vernacular."

Two months later, on 27th May, 1868,* the Lieutenant-Governor recommended to the Government of India the establishment of a university in the Punjab upon the following grounds, among others :

"First.—That a strong desire exists on the part of a large number of chiefs, nobles and the educated classes of this Province for the establishment of a system of education which shall give greater encouragement to the communication of knowledge through the medium of vernacular literature and to the study of the oriental classics, than is afforded by the existing system—a system trained to meet the requirements of the University of Calcutta.

* Proceedings of the Punjab Government No. 235, from T. H. Thornton, Secretary to Government, Punjab, to E. O. Bailey, Secretary to Government of India, Home Department.

" *Second.*—That in the opinion of officers holding high positions in the Education Department of this Province the system of that University is not adapted to the educational requirements of the Punjab, inasmuch as it does not give a sufficiently prominent position to oriental studies, regards English too exclusively as the channel through which instruction must be conveyed, and prescribes a mode of examination which is calculated in their opinion to raise superficial rather than sound scholars.

" *Fourth.*—That in the opinion of many, even if the Calcutta University consent to modify its system, the area over which its operations extend is too vast and the populations too varied to admit of its properly fulfilling the duties devolving upon it."

The Government of India in their reply, dated 19th September, 1868,* declined to sanction the creation of a separate university in the Punjab, but stated that—

" If the primary object of the proposal be to establish a teaching body, the Governor-General in Council is prepared to comply with the application," and that "while, therefore, His Excellency in Council admits the propriety of establishing a teaching institution at Lahore, he is inclined to think that there is nothing in the circumstances of the Province to justify the establishment of a university simply for the examination of students."

Before the end of 1868 the Punjab Government again addressed the Government of India, expressing willingness to accept a separate university lower in status than that of Calcutta. On 11th February, 1869, the Punjab Government renewed the request,† to which Sir Donald McLeod added a minute explaining that the objects of his Government were—

" To give to the leading and enlightened portion of the community a share in directing the educational efforts of the Government " and " the creation of a more effective machinery for forming a vernacular literature imbued with a knowledge of the West."

*Proceedings of the Punjab Government in the Education Department, November 1868, letter No. 558.

†Proceedings of the Punjab Government, 1869, No. 51.

As a result of this pressure the Government of India on 22nd May, 1869,* sanctioned the establishment of a University College at Lahore on the condition—

“That the proposed institution should not for the present assume the full character of a university, and that it should not grant degrees but certificates only.”

Another important condition was attached to the sanction, namely, that—

“It is also understood that the study of English shall not only form one of the most prominent features of the teaching in any of the schools and colleges which may be connected with the proposed institution, but that both teaching and examination in subjects which cannot with advantage be carried on in the vernacular shall be conducted in English.”

Upon acceptance of these conditions the Government of India, in its notification No. 472, dated 8th December, 1869, sanctioned the establishment of the University College of the Punjab at Lahore and published the statutes which should regulate it.

46. The Punjab University College, thus established, was to have three special objects :

“*First*.—To promote the diffusion of European Science as far as possible through the medium of the vernacular languages of the Punjab and the improvement and extension of vernacular literature generally.

“*Second*.—To afford encouragement to the enlightened study of Eastern classical language and literature.

“*Third*.—To associate the learned and the influential classes of the Province with the officers of Government in the promotion and supervision of popular education.”*

The University College was to have a threefold function : it was to be a teaching body, an examining body and a literary society.

The college was hindered from the outset by the necessity of maintaining two conflicting systems of instruction. On the one hand, it was forced to prepare students in the curriculum of Calcutta University (which it did not approve), because this provided the only avenue to a recognised degree. On the other hand, it was anxious to develop its own educational policy and to enhance its own position as the proper source of academic distinction in this Province.

**Punjab Government Gazette*, 23rd December, 1869, page 1423.

Punjab University College remained in this discontented tutelage for nearly thirteen years. By the date of the Imperial Darbar, January, 1877, it had sufficiently justified its existence and its claim to the full status of a university to elicit from the Viceroy, Lord Lytton, a promise to secure for it those higher privileges which it had originally and perhaps prematurely sought. At length after a further delay of six years Act XIX of 1882 was passed, sanctioning its elevation, and on 14th October, 1882, the Punjab Government formally notified the constitution of the Punjab University. The inaugural convocation was held at Lahore on 1st November, 1882, in the presence of the Viceroy, Lord Ripon.

47. A double university had in fact been created in the Punjab. An Oriental University had been combined with an English University. The original statutes of the University College in 1869 had provided that the highest honours should only be conferred when proficiency in Arabic, Sanskrit or some other oriental language was combined with a thorough knowledge of English. The new Act of 1882 separated the two sides and gave equal recognition to each. The two sides were empowered to grant parallel series of degrees, whilst the Oriental Faculty possessed special powers to recognise proficiency by conferring oriental literary titles and marks of honour. Thus both English and the vernacular languages were recognised, English becoming the medium of instruction and examination in all subjects organised upon the western model.

By the Act of Incorporation the Viceroy became the Patron of the University. The Lieutenant-Governor was appointed *ex officio* Chancellor. Authority was given by the Act to the Governor-General in Council to empower the University to confer degrees in Law, Medicine, Science and Engineering, when it was proved to his satisfaction that adequate arrangement had been made for instruction and examination in those subjects. In the exercise of this authority the power to confer degrees in Medicine was granted in 1886 and in Law and Science in 1891.

48. The constitution of the University of the Punjab, like that of every other university in India, was considerably modified by the recommendations of the University Commission which visited Lahore in April, 1902, and resulted in the passing of the Indian Universities Act of 1904. The

Senate and Syndicate of the University were reconstructed. Faculties of Oriental Studies, Arts, Science, Medicine and Law were constituted, whilst the separate Faculty of Engineering was abolished, the subject being attached to the Faculty of Science. Eighteen Boards of Studies were established with respect to various subjects or groups of cognate subjects. These Boards were constituted for the purpose of making recommendations in respect of examinations, courses of study and administrative details in those subjects to the higher authorities of the University. The Board of Accounts was left unmodified by the Act; but the management of the Oriental College was assumed directly by the Syndicate, and of the Law College by the Faculty of Law.

49. Before the passing of the Act of 1904 no system of affiliation of colleges to the University existed, colleges being merely 'recognised.' Under the Act affiliation became necessary and University Committees of Inspection were appointed to report upon the suitability of each college, in respect of material and equipment in general and provision for instruction in each particular subject for the appropriate University examination. The higher authorities—Senate and Syndicate—upon the basis of such reports recommended to Government the affiliation of a college in respect of each subject for which it was requested. Periodic inspection of affiliated colleges by University Committees of Inspection has continued since 1905, at first at intervals of one year, later of two years.

Two new degrees were instituted—Bachelor of Teaching and Master of Science,—the latter being a further step in the gradual creation of a series of specialised science schools. The degrees of Bachelor of Laws and of Medicine and Surgery were retained, while the Diploma and Licentiate in those subjects and the Oriental Examinations in Law and Medicine (the two later had been long in abeyance) were abolished. Honours papers were instituted in the B.A. and B.Sc. Examinations, though special teaching for these papers was not at first required.

Conformity with inter-collegiate rules relating to the admission of students to University classes and migration from one college to another was made a condition of affiliation. Every University student was now required to be registered by the University and his university career recorded.

CHAPTER III.

Recent Developments.

(i) *Introductory Remarks.*

Neither the University nor Government has been in any way apathetic towards education in recent years. On the contrary, they have been a time of almost ceaseless activity; the closer attention and increased financial help which have been given to education in the Punjab are notable features of its progress.

We shall consider whether recent developments in the University have been well directed and mutually well adjusted in a comprehensive policy of progress, and to what extent their execution has been hampered by the constitution which was imposed by the Universities Act of 1904.

2. We have studied, for collateral guidance, recent discussions and events in the University of London. We do not possess intimate knowledge or experience of the internal arrangement of that university, and we recognise the danger of applying to Indian universities the standards and principles which are considered suitable for universities in other countries; but we believe, for special reasons, that the recent experiences of London will prove helpful to the universities of India and particularly to this University. In their inception, as we have already shown, the older universities of India were constituted very largely on the model of London, and many of the developments which have since been made in London have inspired similar developments in India.

It is of interest to India, therefore, that the present position and the plan of future development of the University of London have been subjected to profound critical deliberation during the present century. In 1910, a Royal Commission was* appointed—

“to enquire into the working of the present organisation of the University of London, and into other facilities for ad-

*Report of the Royal Commission on University Education in London, page 1.

vanced education (general, professional and technical) existing in London for persons of either sex above secondary school age, to consider what provision should exist in the Metropolis for University teaching and research; to make recommendations as to the relations which should, in consequence, subsist between the University of London, its incorporated colleges, the Imperial College of Science and Technology, the other Schools of the University, and the various public institutions and bodies concerned; and further to recommend as to any changes of constitution and organisation which appear desirable."

The report of the Commission (generally known as the Haldane Commission) was published in 1913. The Great War altered conditions so considerably that after 1918 it was found impracticable to give effect to many of the major recommendations of the Commission; some of their other recommendations required modification to meet altered circumstances; others, again, had already been substantially accepted by the University.

4. A Departmental Committee on the University of London was therefore appointed in 1924 to consider the report of the Haldane Commission* and—

"having regard to present circumstances and after consultation with the persons and bodies concerned, to indicate what are the principal changes now most needed in the existing constitution of the University of London, and on what basis a Statutory Commission should be set up to frame new Statutes for the University"

The reports of both these bodies are of absorbing interest to those concerned with the affairs not only of the University of London, but also of universities in general, and particularly in India. We shall therefore frequently cite these valuable reports, and indicate to what extent they may afford beneficial guidance for the future development of the University of the Punjab.

(ii) *The Essentials of a University.*

5. In the work of university reconstruction certain general principles and plans of development should be agreed upon. The form of university which is desirable;

*Report of the Departmental Committee on the University of London, page 4.

the relations which should subsist between that university and its colleges, if it should have a collegiate form; the governance of the university; the composition of its several authorities, their powers, functions and relations; the qualifications and previous training of candidates for admission to the university: all these matters form integral factors of the question. If they are not first reviewed as a whole, there will be no central ideal and objective, in respect of which subsequent and subsidiary discussions can be ordered and evaluated. The project of university reform should not become dissipated in a conflict of incompatible ideals and objects. Piecemeal reform, without a central objective and guiding principles, is at best a hazardous experiment.

6. On these grounds in particular the Report of the Haldane Commission has strongly impressed us. At the outset of their deliberations, they asked what are the ideals and essentials of a university. Their answer is so valuable that we give below a summary* of it:

First, students should work in constant association with their fellow students, of their own and other Faculties, and in close contact with their teachers.

Secondly, university work should differ in its nature and aim from that of a secondary school, or a technical or a purely professional school. In a secondary school, definite tasks are prescribed, knowledge is required when the mind is specially receptive, and pupils are mentally and morally trained by the orderly exercise of their activities; in a technical or professional school theoretical teaching is limited and directed by the application of ascertained facts to practical purposes; in a university knowledge is pursued not only for the sake of information but always with reference to the attainment of truth.

Thirdly, there should be close association of undergraduates with post-graduate work. Proposals which tend to their separation are injurious to both. A hard-and-fast line between the two is disadvantageous to the undergraduate and diminishes the number who go on to advanced work. The most distinguished teachers must take their part in undergraduate teaching, and their spirit should dominate it all. The main advantage to the student is the personal influence of men of original mind. The main advantage to the teachers is that they

select their students for advanced work from a wider range, train them in their own methods and are stimulated by association with them. Free intercourse with advanced students is inspiring and encouraging to undergraduates. Finally, the influence of the university as a whole upon teachers and students and upon all departments of work within it is lost if the higher work is separated from the lower. Special research institutes should not form part of the university organisation.

7. Having thus painted their ideals, the Haldane Commission then enunciated the conditions required for their attainment. We give a summary* of those conditions :

First condition . a previous sound general education—A sound general education, giving the power of accurate expression and orderly thought, must be the basis of university work. These intellectual qualifications, together with the formation of moral habits, must be accompanied by a wide range of study at school. This last requirement it was the intention of the original Matriculation to ensure. The growth of specialisation has tended to restrict the range of the Matriculation examination, and has altered its purpose so much that the securing of a sound general education has been lost sight of. This appears to render the Matriculation examination unsuitable either for school purposes or as a test of fitness for university study.

The lengthening of secondary school life would enable the pupil to acquire more knowledge of the subjects specially required for his future university course, but the growth of departments into which university studies are divided makes it impracticable for every student to have acquired the elements of all the subsidiary branches of knowledge necessary to his main purpose. The University must therefore make some provision for their instruction in the case of particular students.

The University should cease to admit pupils in schools to its own examinations, including the Matriculation, and no student under seventeen years of age should be registered as matriculated.

Second condition : homogeneity of university classes.—In the more intimate classes of the University. . . where the students learn to work with their teachers and acquire the methods by which systematic investigation is under-

taken, all the students should be university students ; that is, students whom the university would admit as candidates for its degree. This is of great practical importance, because it is a hindrance to the best university work if those whose aptitude has not been trained and whose minds have not been informed by instruction in accepted knowledge are combined in the same classes with those who are qualified for work of this standard. The teaching is inevitably brought down to their level. Unless this condition is observed, it will be impossible to secure the homogeneous body of students which forms the necessary basis of a real university. If it is absent, the work of the professors is dissipated and discouraged, and the progress of the undergraduates retarded.

Third condition : a university quarter—Constituent colleges and university departments should be grouped as near together as possible.

Fourth condition : university hostels and societies.—The influence of the university over its students should be extended by means of residential hostels...supported by special funds, but under the general supervision of the university ; and by the encouragement of university societies

Fifth condition . university professoriate.—In order to ensure that the work of the university is of the kind described, the university must provide its own teaching, i.e., appoint, pay, pension and dismiss its teachers. The attempt to establish a body of university teachers of first rank by granting the titles of University Professor and University Reader to selected teachers has proved inadequate.

With this control in its hand, the university must be trusted—

- (i) to choose its staff for individual excellence from the widest possible field ;
- (ii) to give them such remuneration, including superannuation, and such conditions of tenure as will free them from the pressure of material anxiety ,
- (iii) to arrange that their teaching duties leave ample time for their own individual work ;
- (iv) to arrange that the libraries, laboratories and other means of assistance provided for them are such as to permit of advanced work and research ; and

(v) to give them a voice in the selection of their colleagues

Sixth condition : professorial control of teaching and examinations—The only means of maintaining a standard in a teaching university are the rigid exclusion of students who are unfit for university studies, and the existence of a body of highly qualified and productive teachers, organised in departments adequately equipped. The teachers should have control of the education and examinations of their students

Seventh condition : financial control by the university.—The university must have complete financial control of all the institutions within it.

(iii) *The Government and University Reform.*

8. The preliminary discussions of the project of university reconstruction have been conducted in India also with a wide perspective. We are, in this respect, under a great debt to the Calcutta University Commission, whose main conclusions we have already summarised.

The Report of that Commission was published in 1919. Early in the next year, the Government of India published a Resolution,* in which a summary of the opinions and proposals of the Commission was compiled. Though they recognised that conditions elsewhere in India differed widely from those of Bengal, and though there was no desire to thrust upon other local Governments and other universities schemes which had resulted from an investigation of affairs in Bengal, the Government of India felt that some of the recommendations would be found valuable for wider application.

9. The Government of India specially emphasised these conclusions of the Commission :

(i) " High schools lack proper supervision, and, intent on preparing their pupils for the Matriculation examination, fail to give that breadth of training which the developments of the country and new avenues of employment demand.

(ii) The matriculation examination in Bengal provides an insufficient test of fitness to pursue university courses, and by its rigidity and narrow scope reacts unwholesomely upon the instruction and activities of the schools.

*Resolution. No. 89, dated 27th January 1920, of Government of India, Department of Education, Delhi.

- (iii) The intermediate section of university education attempts to deal by university methods with large bodies of ill-prepared students and should be frankly recognised as a part of school education, relegated to separate institutions apart from the university organisation and placed under a body duly correlated with the Department of Public Instruction.
- (iv) The system of affiliated colleges, though defective according to modern requirements and modern ideals, will long remain a necessary part of university organisation in Bengal. But its inconveniences may be mitigated by the establishment of a strong central teaching body, the incorporation (as occasion arises) of unitary universities such as that proposed for Dacca, a modification of the administrative machinery, which will admit of fuller representation of local interests, and a supervision of different classes of institutions by several appropriately constituted authorities
- (v) The administrative arrangements of the University of Calcutta call for alteration, notably in the direction of creating an academic body, appointing a whole-time Vice-Chancellor, and transferring the interests of the University to the care of the Government of Bengal."

We do not intend at this stage to discuss these individual suggestions of the Government of India. What impresses us at present is their evident desire that the main question of university reconstruction should be reviewed in its many aspects ; while their reference in a later part of the Resolution to impending legislation indicates clearly their opinion that effective reform of the university could not be carried out without having recourse to legislation.

These also appear to have been the general opinions of the Punjab Government, which were confirmed by a later communication. A copy of the letter of the Government of India, embodying the conclusions to which we have referred above, was forwarded to the Punjab University with the request that its contents and suggestions should be considered, and that the Punjab Government should be acquainted with the views of the University.

(v) *The Maynard Committee.*

10. Sir John Maynard, who was then Vice-Chancellor, held similar opinions. He began at once to consider how far

the main recommendations of the Calcutta University Commission were applicable to the University of the Punjab. In October, 1919, a Committee, appointed for this purpose by the Punjab Government, met in Lahore under his chairmanship.

The Committee consisted of the Vice-Chancellor and the Registrar (who is now Vice-Chancellor) of the University ; the Directors of Public Instruction of the Punjab and of the North-West Frontier Province ; the Principals of the leading colleges of the University ; and of a number of prominent and experienced representatives of public opinion in the Punjab.

11. This Committee had wide scope for their deliberations, and dealt mainly with important objects and principles which should govern university reconstruction. They tried first to visualise the form of institution into which the existing university should be transformed and so imparted to their discussions a wide perspective of future effort. With this picture before them, they proceeded to pass "tentative and provisional resolutions," by implementing which they hoped that their ideals could ultimately be reached. They decided that a list of their resolutions should be forwarded to Government, and they expressed the hope that they might serve as "a basis of discussion between Principals and their staffs, Principals and their governing bodies, by the public and by the University."

12. The Committee first decided that the foundations of the University should be strengthened, that the qualifications of those seeking admission to the colleges should be improved, and that for this purpose "the present Intermediate Examination should be the stage of entrance to the University." Although they advocated this fundamental change in the structure of the University, the Committee made no definite proposals for the organisation and conduct of Intermediate education in the immediate future ; they were not unnaturally apprehensive of abrupt change, which might seriously dislocate the existing system. They were content to suggest several directions for Intermediate instruction during the interval in which the teaching system was being adjusted to the requirements of their main proposal. They supported the particular recommendation of the Calcutta University Commission that a new type of institution, to be called an Intermediate College, comprising the two pre-Matriculation and the two post-Matriculation classes, should

be created. But they suggested that the Intermediate classes might either be added to existing high schools, or else included in separate institutions, which would be limited to a two-year course ; and also that the present device of including Intermediate and degree classes in the same collegiate institution might be continued for the present, on the understanding that " a clear differentiation between the organisation of the Intermediate classes on the one hand and the Degree classes on the other hand " should be established as soon as possible. While making these proposals, which were merely intended to meet difficulties peculiar to a time of transition, the Committee were emphatic that the Intermediate classes should be removed from the jurisdiction of the University. An Intermediate Board, on which the University should be strongly represented, was to be constituted with the power to recommend Government financial aid to recognised institutions and to arrange for the inspection of the Intermediate classes. On the other hand, " the framing of the syllabus and the conduct of the Intermediate examination should rest with the Punjab University."

13. The Committee did not advocate any immediate or drastic change in the form of the University. They did not favour the proposal of converting the existing university into one of the unitary and teaching type, in which the colleges, if they were to be retained at all, would possess only subordinate teaching functions. On the contrary, they considered in some detail the conditions in which the Lahore colleges should be further developed. In particular, they discussed the future of Government College, a certain number of the Committee holding that that college " with its buildings, grants, equipment, etc., should be transferred to the University to use as it thinks fit."

The Committee were also of opinion that the reconstructed University of the Punjab might ultimately be supplemented by the creation of unitary teaching universities. They suggested that special treatment and encouragement should be accorded to certain colleges in the mufassal, which would be regarded as " potential universities." The colleges at Delhi, Peshawar and Amritsar were placed in this category.

14. Finally, the Committee held that important changes should be made in the composition and function of the seve-

ral authorities of the University, in order that they might be adapted to the new requirements of the University. The more important of these recommendations were as follows :

- (a) The principle of institutional representation should be accepted and colleges should be intimately connected with the governance of the University by giving seats on the Senate to principals of colleges ;
- (b) the principle of communal representation should be accepted in elections to the Senate, Syndicate and the proposed Intermediate Board ; and
- (c) the powers and functions of the several Authorities of the University should be redistributed as a result of the creation of an Academic Council, which would consist of those Fellows who are engaged in teaching, with the power to co-opt additional members, provided that the number of members did not exceed a total of sixty. The main functions of the new Council should be " to decide questions of courses of study, the appointment of examiners and the organisation of university teaching, subject to the power of the Syndicate to refer back any matter to the Council for reconsideration ;" but a majority of the Committee were of opinion that " in the appointment of examiners only should the Academic Council be merely advisory to the Syndicate."

(v) *The University and University Reform.*

15. We have been informed that the method by which the Maynard Committee was constituted provoked within the University hostility towards the Committee, which was extended to its recommendations. Whatever the causes, the Committee's Resolutions were not formally examined by the University.

A section of the Syndicate was opposed to radical changes and held that satisfactory progress could be made without amending the present Act. Mr. Manohar Lal, the elected

member of the University and a member of the Syndicate for many years, maintained this view in his speech in the Legislative Council during the debate held on 2nd December, 1931, which discussed the advisability of appointing this Committee. He said that the University had experienced no difficulty in its progress and in building up its equipment because of any limits imposed by the present Act. "We have experienced no particular difficulty in achieving such objects, such plans of progress and improvement, as are possible within our narrow finances."

16. It should not be inferred, however, that the University Authorities were apathetic to reform. On receipt of the letter of the Government of India, several committees were appointed, each concerned with some particular aspect or aspects of the main question. The Syndicate was consequently confronted almost a year later by reports from these Committees, which were not, however, correlated in a general policy. Indeed, at a meeting of the Syndicate held on February 5, 1921, it was proposed that "the consideration of the question arising out of the report of the Calcutta University Commission should be postponed." After discussion, it "was generally understood that the changes to be recommended were to be such as did not fall outside the scope of the Indian Universities Act of 1904."

In partial explanation of this decision, it must be remembered that the existence of the University was then being threatened by the first blast of the Non-co-operation Movement; students were being cajoled to forsake the institutions of the University; many colleges had been plunged into serious disorder and violence, so that the time was definitely unpropitious for legislation on keenly controversial subjects. It was, moreover, a period of financial stringency, when neither Government nor the University could contemplate schemes of development which would entail considerable increase in expenditure. Notwithstanding, we regret that the University then accepted with so little demur the limitations of the Act of 1904. It would have been wiser, perhaps, if it had placed before Government a considered and comprehensive plan of reform, with the advice that its legislative embodiment should be deferred to more favourable circumstances.

17. We reproduce below the draft letter* which the Syndicate presented for approval to the Senate as a statement of the policy of the University :

" I.—The proposal to make the Intermediate Examination the stage of admission to the University.—

- I. Subject to what is said in the next following paragraph on the subject of an institution of a new and special type, the University does not consider it feasible to make the Intermediate Examination the stage of entrance to the University.
2. The University would favour the creation of a new type of institution devoted to a practical course of study as distinguished from a literary curriculum. Admission to such an institution would be obtained by promotion from the 8th Class. It would provide for a four years' course ending with the Intermediate Examination, on the understanding that students passing the Intermediate from this institution would be eligible for admission to an appropriate degree course. If Government or any other body proposed to create such an institution, the University would be in favour of establishing a special Board to deal with this type of institution. No students attending this institution would be required to pass the M. S. L. C. Examination, but those candidates who had passed the M.S.L.C. Examination would not be excluded from admission to the institution.
3. The University would be prepared to establish a new Board which should devote itself solely to the supervision of the new type of College, to guide the new experiment, arrange for visits of inspection, to draft outlines of the tests, draw up detailed courses, form Committees or Boards of Studies to assist it in carrying out these duties, and make arrangements for the conduct of examinations and the appointment of examiners. This would be a small Board with a maximum of ten members, with the Director of Public Instruction or the Director of Industries as an *ex-officio* member, and with an adequate representation of the various interests concerned, in particular of the professional and industrial interests.
4. In the event of application for the affiliation of institutions in which the ninth and tenth school classes are combined with the first and second years of study for the Intermediate Examination, the University would be prepared to consider each case upon its merits.

*No. 436, dated the 12th February 1921.

II.—The relations of the University to centres of University Education outside of Lahore—

5. The University does not desire to place any obstacles in the way of the formation of new Universities at suitable centres within the present territorial limits of the Punjab University, but on the contrary to encourage the formation of such new universities. Apart from the formation of such new universities, it considers that for the present there should be but one University for the territorial limits over which it now has jurisdiction: that is to say, that it is not desirable to form one University of Lahore incorporating the colleges in Lahore, and another University for the Mufassal colleges.
6. The University considers that it should have a teaching side—
 - (a) organising and providing teaching for the Honours School and post-graduate work at Lahore,
 - (b) supervising the organising and teaching in Honours Schools outside Lahore.
7. In order to co-ordinate the work of the University and of the Colleges, and to give to the latter a systematic voice in the determination of questions in which they have an interest, the University is prepared to organise a Board of University Instruction consisting of—
 - (a) Dean of University Instruction as the Chairman.
 - (b) Principals of Colleges engaged in Honours work in Lahore.
 - (c) University Professors not exceeding a maximum of five

The functions of this Board would be to prepare an authoritative lecture list, to arrange a uniform list of holidays and time-tables, to settle questions of discipline, to adjust academic differences of various colleges, to consider the question of equipment and of the number of lectures required

III.—The system of governance of the University—

8. The University desires the liberalisation of the system of its governance, and will shortly proceed to work out detailed proposals to this end.
9. The University is not prepared to advise the establishment of an Academic Council which will deal finally with courses of study and other academic questions, which are

now dealt with by the Senate after they have been considered by the Faculties concerned. In order to minimise the delays occasioned by the present procedure it proposes to arrange that meetings of the Faculties should be held more regularly than hitherto.

IV.—The relations of the University to the Government College, Lahore—

10. The University thinks it desirable that the Government College, Lahore, should be abolished in its present form, as soon as its abolition can conveniently be arranged, and that its professors, buildings and funds should be transferred to the University. It is recognised that this course will make it necessary for the University to provide pass courses for Government College students still undergoing pass courses at the time of the transfer."

18. This draft reply was considered by the Senate at its meetings held on 19th February, 1921, and 11th March, 1921. The proceedings of those meetings disclose considerable diversity of opinion.

Though little support was apparently given to the proposal made by the Calcutta University Commission and endorsed by the Government of India, that the Intermediate should be regarded as the stage of admission to the University, an opinion was strongly expressed that the new type of Intermediate colleges should receive more encouragement than had been recommended by the Syndicate. In accordance with this view, it was decided that the University should not merely decide "on its merits" each application for the affiliation of an institution in which the ninth and tenth classes were to be combined with the Intermediate classes, but that the University would be prepared "to consider favourably" all such applications.

There was also much opposition to paragraphs 6, 7 and 9 of the draft letter. Many Fellows considered that the teaching arrangements of the University should be subjected to further scrutiny. Finally, after much discussion, the following amendment to those paragraphs was carried by a narrow majority :

- (a) There should be no divorce between the higher and the lower teaching above the Intermediate stage ;
- (b) there should be an enrichment and not a limitation in the scope of colleges, including the Government College, Lahore ; and

- (c) the University should provide an academic organisation to co-ordinate and supplement, wherever necessary and practicable, the teaching given by the colleges.

In a subsequent meeting the further amendment was added :

- (d) The University approves the continuance and extension of the present Honours School system ; but has appointed a committee to consider the suggestions which have been or may be made about it, and to propose any necessary modifications in it

19. This letter, even as amended by the Senate, can scarcely be regarded as a satisfactory declaration of policy. It merely asserted that the acceptance of the Intermediate as the test of admission was not feasible, but gave no reasons why a recommendation made by an authoritative Commission and supported by the Government of India and by many other persons and bodies should have been rejected. Again, though it stated that the University desired to have a teaching side, it said little of the relations which should subsist between the University and its colleges. It announced a decision to constitute an Academic Council, but it postponed the reconstruction of the Senate and made no reference to the question of redistributing the functions of the several authorities of the University.

20. In 1924 the University again approached the problem of its constitutional development. The Syndicate then appointed a Committee* to examine proposals for the extension of the elective element in the Senate. The committee declared that its objects were

“ to increase the elective element in the Senate and to diminish the nominated element, ... to provide *ex-officio* Fellowships for certain classes (for instance, the Principals of Degree Colleges, the Dean of University Instruction, the Registrar, the Joint-Registrar and the University Professors) whom it is, in practice, either very desirable or actually necessary to nominate under the existing system, ... to provide a method of election which will make it possible for minorities to obtain representation by election, ... to secure by nomination the means of giving to communities backward in education of the University standard a representation larger than they would be able to obtain under the operation of the proposed provision for the election of Fellows.”

*Report of the Committee on the revision of the constitution of the University.

21. This scheme was placed before the Senate at its meetings held on 6th and 8th December, 1924. Both the scheme itself and the Senate debate upon it have conveyed to us an impression that a large section of the Senate and a majority of the Syndicate still preferred partial measures of University reform.

On the other hand, a strong minority of the Fellows pressed for a comprehensive policy. Dr. Khalifa Shuja-ud-Din moved the following amendment :

“ That inasmuch as the scheme does not deal exhaustively with several important problems that arise for consideration in connexion with the reconstitution of the universities, it be referred back to the Syndicate for reconsideration.”

When invited “ to lay down specifically the lines on which he wanted the Syndicate to reconsider the scheme,” Dr. Khalifa Shuja-ud-Din “ was of opinion that it was not necessary to mention reasons, but there were certain obvious defects in the scheme, for instance, provision for the elective element was inadequate ; certain constituencies which were being created were not necessary, and certain other constituencies might with advantage have been created.”

Dr. E. D. Lucas, Principal of Forman Christian College, however, was more definite in his views, maintaining that—

“ The Syndicate should submit its recommendations also on the functions of the various important bodies of the University. He instanced that in the present recommendations there was nothing to determine the relation between the University, the colleges and the Education Department regarding the work of the various Honours Schools and the relations between the University and the Education Department in respect to the four-year institutions. He did not quite know the future of the Academic Council.’

Professor Myles concurred with Dr. Lucas, and expressed the view that “ if legislation was to be taken in hand, it should be quite comprehensive.” Mr. E. Tydeman also urged that “ there should be no piecemeal legislation.”

In the end Dr. Khalifa Shuja-ud-Din's amendment was negatived by 23 votes against 21.

22. At the adjourned meeting held on 8th December, 1924, Professor Myles directly urged the advisability of considering

a comprehensive measure of reform by moving the following amendment :

“ That the Senate, realising the need of University reform within the Province, and conscious of the difficulty of securing the same through the existing constitutional channels, hereby implores the Chancellor to appoint an impartial Commission to investigate the whole problem and to make recommendations direct to the Chancellor.”

In support of this amendment, Professor Myles argued that—

“ It was impossible for the present Senate to make satisfactory recommendations acceptable to all parties concerned, that the motive for the change had not been clearly put, that University reform in other directions was even more pressing than the reform of the Governing Body of the University. He feared that general University reform in this province might be indefinitely shelved. Our University should produce a better type of student and should convert itself from an examining machine into a Teaching University.”

After a protracted debate, it was discovered that without the Vice-Chancellor's vote there were 23 for and 23 against the amendment. The Vice-Chancellor, after explaining that the Regulations did not confer on him a casting vote, and that he voted merely as a member of the Senate, voted against the amendment. The amendment was therefore declared lost.

The Senate, in short, was evenly divided in a crucial debate upon the main issue, whether the University should consider a comprehensive scheme of reconstruction, or should continue to discuss separately various partial measures of reform.

23. The proposals were then forwarded to Government with the request that the necessary legislation should be introduced. We give below an extract from the reply of the Punjab Government :*

“ Not only does it appear somewhat undesirable to introduce legislation on the basis of proposals about which there is so substantial a difference of opinion in the University itself ; there is an even stronger objection. The proposed measure is of a restricted nature, confined to the reconstruction of the personnel of the Senate. If

*No. 12726-R., dated 22nd October 1926.

legislation for any change in the constitution of the University is to be undertaken (and such legislation can hardly fail to be contentious), then it should, in the opinion of the Punjab Government (Ministry of Education), be undertaken only after the whole of the problems presented by the position of the University at the present day have been considered, and a decision taken whether legislation is or is not required in other matters than that with which the proposed measure deals.

The Punjab Government is by no means satisfied that such legislation is not required. The constitution of the Academic Council suggests the advisability of a delegation to that body of many of the functions of the Syndicate, which now appears to be unduly over-burdened with work of a detailed nature; the development of University teaching suggests the necessity for reconsidering the relations between the University and its affiliated colleges, especially those situated outside Lahore; the growing strength of the teaching profession suggests the advisability of giving to members of that profession (especially those belonging to the establishment of professional colleges) a larger and more direct representation on the management of the University. These instances are quoted as typical of the problems which require consideration, and are not exhaustive. It is recognised that much time and effort have been spent in the formulation of the present proposals, but in view of the various considerations now advanced, the Punjab Government (Ministry of Education) regrets that it does not feel justified in introducing legislation to give effect to the scheme now before its notice."

24. This letter clearly suggested the desirability of a comprehensive reform of the University. It was followed by Sir Malcolm Hailey's Convocation Address, to which we have already referred. We quote below a striking passage,* in which as Chancellor of the University he gave an outline of his main suggestions :

"I offer you the opinion that the constitution of the University needs amending in order to give better representation and more authority to purely educational interests. The number of those who are giving their lives to educational work in the province is now infinitely greater than when its constitution was framed; their representation

should be far wider than at present. If this change involves a reduction in what has been called 'State control,' I am quite prepared to face this. Historically, a university is a free association of scholars; if it is to occupy its proper position, it must have academic autonomy.

In the second place, the constitution needs amending in order that there may be a more definite and more reasonable distribution of functions between the several authorities of the University, and in order that those responsible for policy may be freed from the vast amount of detail which now encumbers them; the Syndicate in particular appears to me to be working under conditions which make it impossible that it should exercise real supervision or should control policy.

I suggest again that we have not really thought out with sufficient clarity, in the light of present day ideas and requirements, the position which the University should occupy towards its colleges in matters of tuition. Were the matters thought out, I believe that the conclusion would be that it must not limit itself to post-graduate work, or—and here I am treading on controversial ground—to honours courses, but must take a far larger share in actual tuition of its own and in supervising the tuition given by its colleges at the ordinary B.A. stage. The University should exercise a strong and healthy influence over all the teaching that is given in its name. The reservation of particular spheres of tuition as a close preserve of the University is likely to produce an unfortunate schism between the University itself and its colleges.

I am convinced again that the University courses should be recognised as beginning at the close of what we now call the Intermediate stage, and that Matriculation, if we are to use that term, should only take place at the completion of that stage. It appears to be a misnomer to apply, as at present, the term 'Matriculation' to an examination which is no test of ability to take a real University course, and which involves the appearance of very large numbers of students who have no intention of taking that course.

I suggest again that every effort should be made to extend professional....courses; and I pause to applaud here the recent decision of the University to accept the offer of a Punjab philanthropist to assist in founding a Commerical College

Finally, I suggest that the University must deliberately encourage any institution, in any sphere of work or play, which would give its students more of a corporate character. Allegiance appears at the present to be paid not to the University but to the college, and the college is in many cases communal. The University has very few signs of a common life; it is still in the tribal stage; it needs to be a nation. It is typical that we have not even a University cricket team "

25. This Convocation Address provoked much earnest reflection and impelled a desire to define the directions in which reconstruction of the University was essential. The time seemed favourable to the project. The country showed signs of having passed a period of economic depression; but the expectation of a return to prosperity unfortunately proved delusive and the consequent reaction weakened the impulse to reform.

Other factors, however, emphasised the necessity for reconstruction. A recent and rapid expansion of school education promised a large increase in the number of college students, while, on the other hand, the Legislative Council expressed alarm at the rising tide of unemployment among young men who had received a college education. This paradox strongly suggested the urgency of a critical survey of both primary and higher education, with the object of adjusting it more closely to the actual needs of the Province. The acuteness of the problem was also recognised within the University, where projects of including practical vocational training in the literary curriculum were discussed.

Dissatisfaction with the constitution and functions of the University Authorities has also been increasingly expressed by their members. Many Fellows are convinced that the Senate does not sufficiently represent important interests and categories of persons, and that its proper business requires to be redefined. Members of the Syndicate recently became perturbed by its lengthening agenda papers and began to consider plans for the devolution of certain of its functions to other University Authorities. Members of the recently constituted Academic Council have felt irked by the restrictions imposed upon its scope and powers, and have wished particularly to gain more effective control of the teaching of the University.

26. A noticeable change has occurred during the last few years in the attitude of the University towards proposals

of general reconstruction. Many significant innovations have been accepted ; others were still under consideration when this Committee assembled. Our colleague, the Vice-Chancellor, has placed before us and expounded several documents which envisage important reforms. We would refer, for example, to the report of the Functions Committee. We have received much assistance in our work from these documents, the tendency of which we approve, only observing that the urgent problems of the University are intimately interrelated and require to be considered together. Several of our recommendations, whilst not inconsonant with those made on the part of the University, will probably be found more far-reaching. One difference between the respective attitudes of this Committee and of the University towards the general problem is plain. Whereas the University authorities were still uncertain whether Government would or should legislate upon the subject ; we became convinced almost from the outset of our enquiry that an amendment of the Act is imperative.

CHAPTER IV.

The Students of the University : their Qualifications and Previous Training.

(i) *Rapidly increasing numbers ; Deterioration of
standards.*

The problem created by the rapid increase in the number of students in schools, and consequently in colleges, demands careful consideration, since it is essential to the purpose of this enquiry to examine the qualifications of college students, which are largely determined by their previous training in the schools. The schools form the plinth of the university structure.

2. The following figures show the total enrolment in each of the five older universities of India during the last five quinquennia :

University	1902.*	1907.*	1912.	1917.	1922.	1927.	1931.
Calcutta ..	10,906	8,709	14,807	28,818	23,044	30,202	24,808
Madras	4,639	5,622	7,152	10,216	12,653	16,922	16,218
Bombay ..	2,953	4,228	5,330	8,001	8,493	11,411	13,908
Allahabad .	2,528	3,528	5,215	7,807	6,445	3,244	1,659
Punjab	1,677	2,169	4,029	6,585	7,379	11,416	17,396

*Figures for 1902 and 1907 are only approximately correct

These figures are misleading, as the enrolment in Calcutta has been reduced by the institution of Patna University in 1917, and of Dacca and Rangoon Universities in 1920 ; that of Madras by the institution of Mysore University in 1916, of Osmania University, Hyderabad, in 1918, of Andhra University in 1926, and of Annamalai University in 1929 ; that of Allahabad by the institution of Benares Hindu University in 1916, of Aligarh Muslim and Lucknow Universities in 1920, and of Agra University in 1927, and also by the removal of Intermediate students from the university system on the establishment of the Board of

High School and Intermediate Education in 1921 ; and that of the Punjab by the institution of Delhi University in 1922.

The following table gives a more correct view of the situation, though these figures are still vitiated for the purpose of comparison by the exclusion of Intermediate students in some of the Universities of the United Provinces :—

UNIVERSITY	ENROLMENT.			
	1917	1922	1927.	1931.
I. <i>Calcutta</i> —	28,618	23,044	30,202	24,806
Patna	.	2,417	4,817	4,547
Dacca	..	1,030	1,339	1,142
Rangoon	..	507	1,479	1,550
Total	28,618	26,998	37,837	32,045
II. <i>Madras</i> —	10,216	12,653	16,922	16,218
Mysore	..	1,460	1,749	2,781
Osmania	..	345	798	808
Andhra	.	..	3,136	3,536
Annamalai	..	..	.	569
Total	10,216	14,458	22,605	23,912
III. <i>Bombay</i>	8,001	8 493	11,411	13,908
IV. <i>Allahabad</i>	7,807	6,445	3,244	1,659
Benares Hindu	..	1,050	1,936	2,419
Aligarh Muslim	.	702	959	923
Lucknow	..	632	1,449	1,700
Agra	.	.	.	2,637
Total	7,807	8,829	7,587	9,347
V. <i>Punjab</i>	6,583	7,372	11,416	17,390
Delhi	..	706	1,310	1,700
Total	6,583	8,078	12,726	19,090

3. The rapid increase which occurred in the other universities, especially Calcutta, during the early years of the century, was not experienced in the Punjab so acutely as elsewhere ; but the Punjab is now faced by problems arising from increase of numbers which are perhaps even greater than those which faced other universities at an earlier date. Except for the creation of Delhi University in 1922, Punjab University has not obtained the same relief as have the Universities of Calcutta, Madras and Allahabad by the institution of new universities. During the past decade, moreover, school education has been greatly developed in the Punjab, especially in distant places which were previously backward in education ; and there is bright promise of speedy development of girls' education. If future advance is regulated by existing standards and if the present rate of increase in numbers is maintained or (as seems likely) accelerated, within a few years the number of students will become unmanageable, and the administration of the University, which has already shown symptoms of strain and weakness, will be in danger of collapse.

4. Many persons are perturbed by this headlong growth in the number of students, and by the grave suspicion that the standards of education have deteriorated in this process.

In 1929, the Hartog Committee* uttered this warning :

"The percentage of failures (in University examinations)... indicates that something is seriously wrong at an earlier stage ; and that the Indian universities are not giving adequate attention to the proper adjustment of admission to graduation standards, but, on the contrary, are burdening themselves, and are allowing their constituent and affiliated colleges to burden themselves with a very large number of students who have little or no chance of completing a university course successfully, and on whom expenditure of money intended for university education is wasted."

Mr. G. C. Chatterji, of Government College, Lahore, has also written :

"The main defect of the University is that of swollen numbers. It is turning out every year hundreds of graduates and thousands of undergraduates who are not equipped with

a truly liberal education, nor easily absorbed into any vocation in life....

In view of the very large numbers it is not possible to maintain standards of education and examination which are worthy of a university ; or to devote that attention to the development of the physical and intellectual powers of students which one associates with a university."

Dr. E. D. Lucas, of Forman Christian College, holds that the standards of admission are not sufficiently stringent ; consequently " students are ill-prepared to benefit by the freedom which they receive, at least in Lahore colleges, and are inadequately prepared in English to profit by the lectures given."

In his oral evidence Dr. Lucas reinforced his opinion, stating that " fully two-thirds of the Intermediate students in Arts are not sufficiently advanced to benefit by University teaching."

Mr. F. L. Brayne, I.C.S., is even more emphatic :

" During the last twelve years," he writes, " I have visited a large number of schools, particularly in rural areas Wherever I went I was impressed by the magnificence of the material—the young lads are splendid For some reason, however, this glorious promise is very rarely fulfilled, and when I see these students again after their college career, I am terribly disappointed My accusation against the system of education in this country is that it does not make the best of the material at its command. The little boys are bright, happy and intelligent. The final product is very often the reverse, and seems to be without any real foundation of knowledge, leadership and sense of responsibility.. .

We have reached the absurd position that a well-trained barber can earn a far better living than an ordinary B.A. In fact the degree of B.A. is a definite handicap, and its possessor is definitely unwanted. What is wanted is to reduce the number of students taking the B.A. by 90 per cent. and to raise the standard of the B.A. by 100 per cent. so that those who graduate will be really well-educated and highly intellectual people. As such, the few there are will be able to fit themselves into life and become a credit to themselves and to their country. We do not want B. A.'s as constables or sepoy's."

In a memorandum which he wrote just before his retirement, two years ago, Mr. H. Y. Langhorne, then Professor of English at Government College, Lahore, wrote in a similar vein :

“ We should try and find out what it is that turns decent lads—the sons of decent parents in a docile country such as India where there is a vigorous tradition and a firm belief that learning is an honourable thing—into ‘ students.’ I am not referring to the present political troubles and the prominent part that students have played in them. The evil would be just as great, though the trouble would be less if every student were loyal to the core. They would be just as badly trained and taught, and the educational product would be just as inefficient and useless if the country were wrapped in peace. The student would still cram, and he would still refuse to think.”

Mr. Man Mohan, when Principal of the Khalsa College, Amritsar, expressed a similar opinion :

“ No college or University can impart real education when it has to deal with thousands of students. The college should refuse admission, except in a few special cases, to all third-division matriculates.... Experience here and elsewhere shows that even first and second division students (far less third division students) cannot follow the lectures for a considerable portion of the Intermediate course. This being so, it seems unkind to allow boys of the latter category to join the college. With smaller numbers judiciously selected and carefully handled, both the teachers and the taught will have a fair chance. The present over-crowding of classes is bound to lead to serious consequences.”

Writing with more recent experience, Mr. R. Sanderson, Director of Public Instruction, Punjab, also deploras the very limited attainments of the third division matriculate :

“ Communal rivalry has had the effect of debasing the standard of education in this province, as the struggle for profit, power and patronage has directed the energies of all communities to increasing the output of men with qualifications that will help them to appointments. This has made all communities opposed to any attempt to raise standards.... Multan College, which is a good college, is compelled, for political and other reasons, to admit a considerable number of third-division matriculates. During the past ten years 75 per cent. of these matriculates have failed in the Intermediate examina-

tion at their first attempt. That is to say, third-division men should ordinarily be ranked as failures. They are rarely fitted for higher education, and in many cases should not have been permitted to enter the high department of a school. Their admission to a college has resulted in a waste of energy, time and money."

5. It is difficult accurately to analyse examination standards, as so many factors must be taken into account, but unmistakably the standards of the University are far from satisfactory and are deteriorating.

Some seven years ago the School Board of the University investigated Matriculation standards. The investigation followed a reference from the late Mr. J. A. Richey, Educational Commissioner with the Government of India, who pointed out that many candidates from other provinces had for many years resorted to the Matriculation Examination of the Punjab as private candidates because Punjab standards, especially in English, were reputed to be low. Mr. Richey even stated that it was not uncommon for boys in Ajmer-Merwara to leave their schools after Class IX in order to appear as private candidates in the Punjab examination rather than the Allahabad examination for which those schools prepare. In 1926, 8,365 private candidates appeared for the Matriculation examination of the Punjab. Of these candidates 1,871 came for the purpose of this examination from beyond the Punjab.

The School Board, after prolonged enquiry, concluded that "the standards of examination in general are low and are deteriorating, especially in English. The attainments of the first-year students are such that very many of them are unable to follow the lectures."

6. Mr. Sanderson's contention is justified by the high percentage of failures in the several university examinations. The small percentages of passes given in the examination statistics given below show that, even according to the standard of the University, which many of our witnesses consider none too high, a very large proportion of students are unfitted to receive the instruction which is given; and that the average percentage of Matriculates who succeed in taking a degree within the normal period of time is very small. It is true that many students enter professional colleges or discontinue their studies after passing the Intermediate. Still after making all possible allowances, the

waste of time, money and effort must be enormous. We give the relevant figures for the last few years :

Year	Number of candidates	First division	Second division	Third division	Total of successful candidates.	Total number of failures.	Percentage pass-ages
MATRICULATION (MALES AND FEMALES)							
1924	9,200	1,202	3,993	979	6,174	3,035	67.04
1925	12,988	1,580	5,428	1,524	8,532	4,456	65.7
1926	12,102	1,333	4,111	4,537	6,981	5,208	57.28
1927	13,020	1,162	4,789	1,153	6,904	6,116	53.02
1928	13,707	1,625	4,621	1,800	8,056	5,640	58.78
1929	13,695	652	4,376	4,488	8,516	5,179	62.18
1930	14,371	861	4,159	3,012	8,032	6,339	55.12
1931	20,116	1,161	5,892	5,461	12,514	7,602	62.2
INTERMEDIATE (ARTS AND SCIENCE).							
1924	2,677	202	1,073	222	1,497	1,180	55.9
1925	3,149	197	1,114	379	1,720	1,429	54.6
1926	3,558	266	1,285	247	1,798	1,760	50.5
1927	3,978	231	1,351	353	1,935	2,043	48.7
1928	4,171	299	1,411	350	2,060	2,111	49.3
1929	4,678	78	666	1,661	2,405	2,273	51.4
1930	5,400	101	706	1,671	2,478	2,922	45.8
1931	5,939	61	642	2,021	2,724	3,215	45.8
B.A. AND B.Sc							
1924	1,391	18	370	310	728	663	52.2
1925	1,598	9	356	330	704	894	44.05
1926	1,803	12	406	312	730	1,073	40.4
1927	2,142	22	533	448	1,003	1,139	46.8
1928	2,058	43	534	406	983	1,075	47.7
1929	2,247	39	401	725	1,165	1,082	51.8
1930	2,415	53	366	579	1,008	1,407	45.4
1931	2,577	49	458	822	1,329	1,248	51.5

7. Some witnesses have attributed the lowering of standards to certain laxities in the methods of examination. In the course of its report the School Board referred to the belief that—

‘ Head examiners often require an almost uniform percentage of passes from their sub-examiners, and sub-examiners are not infrequently told what percentage of passes should be aimed at.’

This view is shared by Mr. J. Leitch Wilson, Inspector of Schools, Ambala Division, who writes :

“ The present Matriculation Examination is not a satisfactory test of the completion of the school course. The most striking example is perhaps the test in English, which is not a test of the pupil’s knowledge or ability to use the English language, but merely one of his ability to reproduce certain relatively unimportant facts contained in the text-books . The examination, to be a proper test, should be entirely unseen.

Again, the University informs examiners of the average pass percentage of past years and expects them to pass about the same percentage each year.... With the enormous increase in the number of schools, competition has compelled head masters to promote all and sundry to Class X with the result that the average ability of the Matriculation candidate has been lowered still further. A regrettable feature of recent Matriculation examination results is that, although the number of candidates has increased, the number passing in the first and second divisions has been practically stationary.”

Mr. Madan Gopal Singh writes in his capacity as head examiner in English :

“ A legend universally believed is that there is a pro-established model of a question paper to which all question papers must conform ; and if in any year the paper does not conform to that model the candidates have a claim to special consideration from the University . . I have had vehement protests from head masters that I had no right to deviate from the papers set in previous years ; and that having deviated, I should stick to the model I had set.”

8. The low Matriculation standards in the Punjab are not explained merely by laxity in the actual methods of examination. As Mr. Madan Gopal Singh has observed, “ a mere raising of the Matriculation standard would not alter the character of the teaching in schools.” It is necessary to examine the school system.

It will be seen from the diagram on the opposite page that the *Punjab school system comprises one class less* than those of Madras, Bengal, the United Provinces, Bihar and the Central Provinces. This deficiency is to some extent responsible for the early age at which many boys matriculate in the Punjab, a tendency which has been accentuated since the abolition of the age-limit for Matriculation in 1923.

9. The following statistics show that the *number of high schools and anglo-vernacular middle schools* in proportion to population is far greater in the Punjab than in other provinces, except Bengal :—

	1917	1922	1927
NUMBER OF HIGH SCHOOLS FOR BOYS BY PROVINCES			
<i>Province and male population (in millions)</i>			
Madras (20.9) .	188	292	342
Bombay (10.2) .	122	143	187
Bengal (24.2) .	707	887	1,003
United Provinces (23.8) .	143	181	161
Punjab (11.3) .	136	203	301
Burma (6.8) ..	68	80	149
Bihar and Orissa (16.8) .	100	119	135
Central Provinces (7.0) ..	43	43	40
Assam (4.0) ..	36	41	45
NUMBER OF MIDDLE ENGLISH SCHOOLS BY PROVINCES.			
Madras .	189	218	212
Bombay .	266	233	202
Bengal	1,610	1,478	1,616
United Provinces	85	75	88
Punjab	135	178	218
Burma .	100	100	112
Bihar and Orissa	230	260	321
Central Provinces	153	150	156
Assam .	113	126	155

This comparative excess in the number of schools is very largely due to *ill-advised competition* between the various local groups of high and middle schools (the majority of which are of the communal type), which has reduced efficiency and relaxed discipline. A deplorable consequence, which has been accentuated by recent improvements in means of communication, is that many schools and hostels are far from full, and some have even been closed. Mr. J. Leitch Wilson has written :

“ There are far more secondary schools than are required. Communities, and even sub-sections of communities, have vied with each other in opening schools which have succeeded in obtaining recognition, although they are not required. In such schools, where the Committee has no financial resources, the income from fees is of paramount importance. Every effort is therefore made to induce parents to send their boys to the canvasser's school. Teachers are forced to play a leading part in this canvassing. The result is that the committees have no control over their teachers ; the teachers again have no control over the boys, who know perfectly well that parents have been besought to send them to that school. The boys can always bring teachers and the committee to heel by threatening to leave for some other school.”

10. Another powerful factor in diminishing the effectiveness of teaching is the *use of English as the medium of instruction*.

The Punjab Education Code, in the tenth edition (1917), shows that Urdu, Punjabi and Hindi are equally recognised as media of instruction in Classes I to VIII, all being replaced by English in Class IX and onwards. In practice, though text-books are written in Urdu script, the teacher very often uses the local dialect in explaining them, and this dialect is liable to change with every change of teacher. In the Vernacular Final Examination answers are written in Urdu. On the other hand, the University regulation* in regard to the Matriculation Examination states :

“ English shall be the medium of examination in all subjects : that is to say, the questions set by the examiners shall be set in English, except in the case of Sanskrit and Hindi in which the questions shall be set in Hindi, in the case of Arabic, Persian and Urdu, in which the questions shall

* Punjab University Calendar, 1932-33, page 129.

be set in Urdu, and in the case of other Vernacular languages, in which the questions shall be set in the Vernacular concerned, and the answers written by the candidates shall be written in English, except that in History and Geography the answers may also be written either in Urdu, Hindi or Punjabi. Provided that in the case of Oriental and Vernacular languages the answers shall be written in the vernacular of the candidates."

It is difficult to judge how far this latter innovation has been successful, as few witnesses have referred to it. The following figures giving the number of candidates for Matriculation who answered the History paper in each vernacular are of interest :

			1931	1932.
English	.	..	1,370	1,260
Urdu	.	..	17,832	17,595
Hindi ..	.	..	564	737
Punjabi	..	..	78	118
Total			19,844	19,710

Witnesses are almost unanimous that the use of the vernacular medium should be prolonged and that of the English medium deferred. There is difference of opinion whether one or more vernaculars should be used in place of English as the medium of instruction. Some have urged that the rights of minorities should be duly observed, and that school-children should be taught through the medium of the vernacular which is most familiar to them. Others have urged that Urdu should be the sole medium of instruction, except in a few schools, particularly the European schools. They contend that the use of a number of vernaculars militates against the attainment of unity within the province. Moreover, the cost of education would be greatly increased if school classes had to be divided into different language-sections in a large number of schools.

There is a further danger that, whereas Urdu tends to become more and more Persianised, Hindi tends to become more and more Sanskritised. Thus the gulf between these vernaculars is becoming yearly wider.

The Director of Public Instruction has offered an interesting suggestion :

“ Romanised Urdu has been adopted as the written language of the Indian Army . . . Our constant squabbles about what should be the vernacular of the Punjab would be solved by this. We should very rapidly develop a form of Hindustani, which would include Urdu and Punjabi words and phrases and become the *lingua franca* of the province . . . The persistence of the vernacular scripts could be ensured by the provision of all three vernaculars with their appropriate script; in the Fifth and Sixth classes.”

11. Some of our witnesses have referred to the sad neglect of the vernacular languages as subjects of study in the schools. In consequence, a large proportion of the pupils are unable either to think or to write clearly in any language. In this connection Mr. H. Y. Langhorne has written :

“ Education is essentially language work and language is synonymous with thought. It is through language that all our intellectual and much of our social heritage come to us. Our whole outlook on life, our behaviour, our character, are profoundly modified by the use we are able to make of this, our chief contact with reality.

It may be argued that this truth is recognised by making English compulsory throughout the secondary system. To some small extent this is true, but no foreign language can take the place of the mother-tongue. The habits that condition effective speaking and reading aloud, intelligent reading to oneself, effective literary discrimination and appreciation, should all be inculcated primarily and predominantly in the mother tongue. It is not possible to throw over the mother-tongue and substitute for it some foreign language. If it were possible, it would be too expensive; even if it cost nothing, no country would desire it.”

The Director of Public Instruction has also written :

“ The mental development of this province is seriously handicapped by the failure to train the boys to think, owing to the fact that the greater part of their attention and time is concentrated upon the learning of English, which is largely a process of learning by rote. . . This emphasis upon English teaching (which is largely the result of a materialist ambition on the part of parents and pupils) has worked to the detriment of the vernaculars

and has prevented their proper development. They are viewed as of minor importance in the school course, and as subjects of university study are despised. Their development has therefore, been retarded; and even the production of translations of vernacular literature has been discouraged."

12. Another obstacle to progress is the number of *different languages* which an Indian pupil is expected to learn from a very early age. The study of English begins in Class V and that of an Oriental language in Class VII of Anglo-vernacular schools. This practice imposes an excessive burden on young children and results in a still further neglect of the vernaculars.

13. The principal cause of the congestion in schools and colleges and the consequent loss of efficiency lies in the fact that all sections of the people, irrespective of their conditions of life and the aptitudes of their children, have a *restricted choice of the mode of their education*. The present type of high school so completely dominates the minds of the people that other forms of education are opposed and neglected, and even the primary schools are regarded mainly as the first rungs of the ladder leading up to the high schools and colleges. The pupils aspire from a very early age to pass the Matriculation examination at the earliest possible moment. The schools are overcrowded by boys who are unfitted for this form of training.

This view is shared by the Rev. A. E. and Mrs. Harper, who are in charge of the Vernacular Middle and Training School, Moga :

"The Anglo-vernacular course of study is ill-suited to the needs, interests and understanding of the Indian child. It does not offer true 'education' in the sense of a well-rounded training of the child's capacities, a joyous enrichment of his experience and a practical preparation for life. In this scheme each stage of education is merely a preparation for the next stage. The final goal is preparation for the university. Much is sacrificed throughout the pupil's entire course to this end. Moreover, only too often the end is not attained."

14. One of the main reasons why Matriculation and a subsequent college career attract Indian boys so strongly is the insistence by Government and other employers on a *university qualification as a passport to service, even in a*

subordinate capacity. This lure tempts boys to pursue the time-honoured and formerly profitable path leading to academic heights which have now become barren.

This view is supported by the Hartog Committee : *

“ There can be little doubt that one of the main attractions of the universities and colleges to men who have no taste for academic studies and insufficient qualifications for pursuing them, is the insistence on a university degree by Government and other employers as a passport to service. If Government were to abandon that requirement for all appointments in which it is not really needed, the pressure on the universities and colleges would probably be lessened. We suggest that for many clerical appointments, Government examinations comparable to the examinations of the Civil Service Commissioners in England and specially designed for the purpose they are intended to meet, might replace the requirement that candidates for these appointments should possess a university degree. The appointments that we have in mind are purely clerical appointments and not appointments to the higher services for which the number of candidates is relatively small, and which do not materially affect the numbers in the universities ”

These opinions have been maintained by nearly all our witnesses, who condemn the abuse of University examinations for this purpose.

15. A further evil resulting from the swollen numbers and deteriorating standards is the *rapid growth of unemployment among students*, many of whom have been described as “unemployable.”

The deputation of the Ahmadiya Community have described poignantly the disillusionment which afflicts many a farmer parent :

“ A strong wave of enthusiasm has come over these farmers, but it is now mixed with worries of a very pressing nature. They have sent their sons to school, and many of them have received education up to the middle or the Matriculation standard. But there have been bred in these boys habits which are incompatible with the toiling life of an Indian farmer ; and they have grown altogether too soft for the hard life which lies before them. Their parents cannot educate them any further ; and with this low qualification it is improbable that they will ever get

*Hartog Report, page 143, paragraph 38.

employment. The bitterness of the tragedy is that they have been weaned only too thoroughly from the soil.

"If a farmer is a little better off, he taxes his meagre resources to the utmost and sends his boy to college. Let us suppose that the young man gets a degree, what is there beyond that? Nothing except realisation of the fact that his education has been the ruin of his parents, that he himself has grown into a worthless young man with expensive tastes, and that his long-crushed hope of finding an Eldorado in Government service is no more than a delusion. . . . Thrown idle and adrift in this way, he may amuse himself with the thrill of political movements, . . . or at best he may spend his days cheerless and miserable, broken in mind and spirit."

M. Mushtaq Ahmad, M.L.C. has also written :

"College education gives a training which is incompatible with the needs of most of the students, especially those belonging to rural areas. In his college career, a boy acquires expensive habits and apes western modes of living. . . . He does not possess a due sense of proportion and responsibility. . . . The bare fact that the number of unemployed graduates is fast increasing, points clearly to the unsuitability of university education to meet the needs of the country."

In 1927, a Committee was appointed by the Punjab Government to enquire into the extent and causes of unemployment among the educated classes of the community, and to suggest measures for its reduction. We have read the report of this Committee and are disappointed that little or no action has been taken by the Punjab Government on its recommendations. The Committee* found that—

"There is very extensive unemployment among those of the educated classes whose education has been purely literary and who have proceeded to higher education through the Anglo-vernacular course. . . . The present system of education produces men fit, generally speaking, only for clerical occupations and is regarded merely as an avenue to Government service. . . . It renders boys unfitted for their ancestral occupations. Unemployment is due largely to aversion from manual labour among certain classes, though that aversion is now beginning to disappear. . . . Unemployment is due largely to extension of education to classes which previously did not aspire to Government service."

*A Report on Unemployment in the Punjab (1927), pages 32-33.

In order to remedy these tendencies, the Committee proposed drastic changes in the educational system :

“Facilities for higher education should be provided only for the markedly able who, if poor, should be subsidised by the State, or for those who can pay its full cost. . . Education in the early stages must be made a real education related to life, and manual training should be compulsory throughout this period . . . Increased facilities for technical and industrial education must be provided ”

16. In the present financial depression and in the consequent retrenchment in the Government services, the tide of unemployment has risen still higher. It is in no way surprising, therefore, that witnesses are even more alarmed by the present situation. There is a stronger feeling than ever that unemployment is due primarily to an imperfectly adjusted system of education, and that drastic readjustment is required. In view of the unanimity among our witnesses in this matter, we shall be content with giving an excerpt from the evidence of the deputation from the Anjuman-i-Himayat-i-Islam :

“The daily increasing number of the unemployed...is a clear indication that the present system of university education is a failure. The University produces an enormous number of graduates every year. Only a small number of these gain admission to the public services through the competitive examinations. A certain number become medical and legal practitioners, of whom a substantial majority become unsuccessful. This is due to the fact that they have adopted these professions, regardless of their aptitude and mental equipment and merely because they had nothing else to do. . . A large majority have to fall back on clerical jobs. But since so many clerks are not wanted, our graduates add every year to the number of unemployed and live lives of discontent and unhappiness. These people cannot but be a potential source of danger to the State.”

(ii) *Recent Innovations.*

17. We shall now discuss some recent improvements in education with a view to determining whether they have borne good fruit, or whether they have been prevented from doing so by defects in the system.

In *vernacular schools* there has been a great quantitative advance, the enrolment having risen from 375,429 in 1920 and 1921 to 984,756 in 1930-31. It is important to our enquiry to discuss whether this advance is likely to accentuate the congestion in high schools and colleges, or whether a complete and efficient system of rural education is being built up which will provide suitable educational facilities to village children of ordinary capacity in the vicinity of their homes, and which will build up a spirit of leadership in the villages.

18. In order to attain the latter objective the vernacular schools should first be efficient. If they are not so, village boys cannot be blamed if they seek education wherever it can best be found. The following passage* from the Hartog Report is therefore disturbing.

“ Throughout the whole educational system there is waste and ineffectiveness. In the primary system, which, from our point of view, should be designed to produce literacy and the capacity to exercise an intelligent vote, the waste is appalling. So far as we can judge, the vast increase in numbers in primary schools produces no commensurate increase in literacy, for only a small proportion of those who are at the primary stage reach Class IV, in which the attainment of literacy may be expected. . . . It is to be remembered that under present conditions of rural life, and with the lack of suitable vernacular literature, a child has very little chances of attaining literacy after leaving school; and, indeed, even for the literate there are many chances of relapse into illiteracy.”

Efforts have been made in the Punjab to combat these shortcomings. The number of wasteful one-teacher schools is almost negligible as compared with those in other provinces. Again, we infer from the Hartog Report that the agency and methods of inspection in the Punjab compare favourably with those in other provinces.

19. The Hartog Committee† indicated the points at which improvements could best be made:

“ The best point at which to break ‘ the vicious circle ’ is undoubtedly that of the supply and training of teachers. . . . Effective arrangements for training vernacular teachers must, generally speaking, precede the expansion of

*Page 345.

†Page 77.

primary schools ; and the training of vernacular teachers itself depends upon a good supply of recruits from the middle vernacular schools. Hence money spent on expansion and improvement of vernacular middle schools and on vernacular training institutions will yield a larger and more permanently fruitful return than money spent on almost any other of the many objects which are dear to the heart of the educationist."

In the Punjab the number of lower middle schools (with six classes) has risen from 402 in 1920-21 to 2,484 in 1930-31 and that of vernacular middle schools (with eight classes) from 213 to 735 during the same period. The first fruits of this development have been satisfactory, as more than half of the primary pupils now receive their schooling in the primary departments of secondary schools, where the teaching should be more effective and better supervised than in separate primary schools. What is even more important is that an ample supply of reasonably qualified teachers in vernacular schools has been guaranteed by the increased number of vernacular middle schools. As a result of this policy, in 1930-31 there were " 20,254 or 81 per cent. trained and certificated teachers out of a total of 25,077 in vernacular schools maintained by district boards. The 2,020 junior vernacular teachers under training in 1930-31 will reduce still further the number of untrained teachers."

20. Efficiency is not, however, the only consideration. Many witnesses have urged that, if it is to be effective, the teaching in rural schools should be in harmony with village conditions and requirements and should therefore be related to matters which the village child sees and knows and understands. Attempts have been made to achieve these ideas. School farms and gardens have been started in many of the vernacular schools ; and efforts have been made to adapt the teaching to rural requirements. The Director of Public Instruction has informed us that—

" Rural science (a composite subject comprising agriculture, science, village sanitation, co-operation and elementary civics) has recently been provided as an alternative to English in the Vernacular Final examination. . . . The inclusion of this subject may well be regarded as a far-reaching reform in the vernacular system. Its study will not only equip a pupil with what he should

know as an intelligent and useful member of the village community, but will also facilitate his return to his ancestral vocation of farming."

21 But this objective cannot be attained merely by means of improved curricula and text-books. The teachers should be men who know the village and will guide the village folk towards better conditions of life and work. Above all the training should be such as will encourage pupils to remain part of the village and spend lives of service in the betterment of the countryside.

We have visited the vernacular training schools at Gakkhar and Jullundur. The former institution has the advantage of a large estate of some twenty acres, which has been developed into a very oasis by the pupils with its large farm and well laid-out gardens. The latter institution does not possess the same advantages, but has also achieved creditable results. The physical training has reached a high standard of efficiency. Both institutions seemed to have many points of practical contact with the villages. We did not have an opportunity of examining in detail the actual methods of training, but they appeared to be well-devised.

We also visited the Middle and Training School at Moga, which is maintained by the American Presbyterian Mission. The Principal, the Rev. A. E. Harpor, has described the purpose of the institution to be—

"to provide an education arising out of the child's experience and environment, to use his natural impulses and interests with the object of inspiring and preparing him for real community service. Our object is to encourage him to see not only the present needy condition of the village, but also what the village and his own people might become through Christian service, and to realise that he has a peculiar responsibility and privilege in the light of his training to go back and help in this uplift. We cannot claim to have accomplished this objective, but. . . several of our graduates have gone back to the villages; and there is an enthusiastic desire among them to give their time and strength for the improvement of their people."

22. In spite of these improvements, the vernacular school system is still embarrassed by many difficulties. Mr. R. Sanderson, Director of Public Instruction, has written :

"I am not with those who hold that English should be the *lingua franca* of the Punjab. I hold strongly that a vernacular,

elementary system is essential, at any rate for the vast majority of the rural population.... The rurals have seen the urbans advance through an English education, and they feel most strongly that they should now fight their way to the front through the same agency. The situation is rendered more difficult by the praiseworthy decision of the Government of India to give 50 per cent. of the vacancies at the Royal Military Academy to men in the ranks; every man of the recruited classes now feels that his sons should have the chance of the King's Commission. It is all the more necessary to provide for the people of the countryside a vernacular system which will develop their intelligence and impress upon them the fact that learning can improve their conditions of life in the villages."

The Rev. and Mrs. A. E. Harper, after pointing out certain defects in the vernacular system, have alluded to another obstacle in the path of progress :

" Another cause of failure of the vernacular school to give the best opportunity to all is the popular misconception of the values of education. In the popular view the vernacular and Anglo-vernacular are not parallel schemes of education, as there is a decided implication of superiority attached to English studies and of inferiority to vernacular studies. Hence vernacular education labours under the handicap of unpopularity. It enrolls mainly those who are barred, because of their place of residence or their poverty, from receiving Anglo-vernacular education.

Students known to us, whose families are of depressed classes origin, often feel bitterness because they have not had the opportunity of an Anglo-vernacular education. Some of them will sacrifice bravely, but often unwisely, to give younger brothers and sisters the ' education ' they have missed."

23. We proceed to consider certain improvements in the *high schools*, with a view to determining whether they provide a firm foundation of university studies and also whether suitable arrangements are made for those boys who have neither the means nor the capacity to contemplate admission to the University.

We have visited a number of high schools under private as well as under public management. Most of these schools

are commodious and well-built. Their bright and tidy gardens and spacious playing fields are pleasing features.

Facilities for higher secondary education are more widely distributed in the Punjab than in other provinces, a large number of Government high schools and intermediate colleges having been established in rural areas. Village boys of capacity thus have good opportunity of being prepared for matriculation in the vicinity of their homes.

Another important innovation has been the introduction of post-matriculation classes, in which boys are trained for clerical employment.

Hakim Ahmad Shujaa has expressed the following opinion upon the utility of the training given in these clerical and commercial classes

"It can be proved beyond doubt that Matriculates who have passed the post-matriculation commercial examination are to-day in greater demand than the graduates of the Punjab University. When I as the head of a Government office had to recommend the appointment of clerks, I preferred these post-matriculates to graduates, even to M.As., and I am glad to say that they are to-day more useful to the office than many of their seniors who are graduates."

We have made no attempt to appraise the efficiency of the teaching in these schools, but the fact that, in 1930-31, 86 per cent of the teachers had received training, is a favourable indication of good teaching.

24. Another pleasing feature of these as well as of other types of school is the attention paid to physical training. We have seen many of the schools at the time of physical training, and are impressed by the excellence of the work. We also visited the 'refresher course' which was being held by Mr. H. W. Hogg for physical training supervisors, and were much interested in the variety of exercises which have been designed to suit the weaker as well as the stronger pupils.

We must express our high appreciation of the work which has been achieved by Mr. Hogg and his assistants all over the province, and we hope that they will receive even greater encouragement in the future than in the past. The Punjab is ahead of all other parts of India

in this matter, and that the schools are helping to keep alive the great military traditions of the province. The maintenance of these standards of physical culture in schools and their continuation in colleges, with such changes as may be found necessary, will ensure the fulfilment of one of the essential aims of education

25. It might be expected that, with these material advantages and with a high percentage of trained teachers, the high schools of the Punjab would have achieved a large measure of success ; but these hopes have not been realised to their fullest extent owing to defects in the system.

The main handicap which is imposed on the proper development of the high schools is that they mark neither the beginning nor the end of a definite stage of education. They suffer from a multiplicity of aims. They include boys both old and young, some of whom are being prepared for entrance to the University, while others have neither the intention nor the capacity for such study.

Pupils join a high school at any time during the course. Some are admitted in the primary classes : and others in any year up till the completion of the middle stage. Thus, there is no clearly defined beginning of the course when the entrants can be properly selected. In consequence many of them of inferior attainments and without any clear objective drift into the high classes.

If, as is commonly held, the Intermediate is merely a continuation of the school course, it follows that the high schools take their pupils only a portion of the way and leave it to others to complete the work (in the case of those who desire to finish the course) in the unsuitable atmosphere of a college. Mr. Madan Gopal Singh has correctly described the position of the teachers in the schools in this respect :

“ On the whole the teachers are a very hard-working lot. What they lack is guidance and especially time in which to consolidate their teaching towards the end of the course. Just when a boy is beginning to pick up things and to respond to the teaching, the fear and cram of the examination spoil the whole thing. Many of us are aware that the last year or so are the most profitable in an English school ”

The recent Indian Military College Committee* developed the same theme :

" It is essential that professional education should be based on the firm foundation of general education...There does not seem to us sufficient guarantee that boys have always received an adequate grounding in what are usually considered to be the basic subjects of school education.

Again, such general education should be given, in our opinion, in a good and well-regulated school, but we observe, many boys pass Matriculation at the early age of fifteen (or even younger) and then proceed to a college. They thus lose the living stimulus of school life and are denied suitable training in those qualities which are so valuable to success in life. However beneficial it may be in other directions, a college education is no substitute for good school education (with its school discipline, its school games, and its school methods of work) for boys who are on the threshold of professional study."

26. The following figures which have been taken from the Education Report for 1930-31, support these views :

Age	HIGH CLASSES.		INTERMEDIATE		DEGREE.	
	IX	X	I year.	II year	I year	II year
11-12	9	1	..	..	.	..
12-13	67	4	.	.	.	..
13-14	875	60	7			..
14-15	3,242	731	36	7	1	..
15-16	4,400	2,593	305	23	1	..
16-17	3,844	3,421	766	327	17	1
17-18	2,370	2,955	892	749	130	27

It is disturbing that as many as 796 boys below the age of fifteen were then being prepared for Matriculation and that 43 boys below the age of fifteen were enrolled in the first Intermediate class. Again, 149 boys below the age of eighteen were being prepared for a degree in the first year, and 28 boys in the second year of the course. Even

more remarkable is the fact that a boy, not twelve years of age, was being prepared for Matriculation; that a boy, not fifteen years of age, had reached the degree stage; further, that a boy, not eighteen years of age, was possibly enrolled in a post-graduate class.

Recent improvements in high schools have accentuated their difficulties by causing an even earlier withdrawal of the more competent pupils. The suggestions for further improvement which have been made by some witnesses would provide only a partial and even an embarrassing solution of the problem, which is to create an institution with unity of aim, including as its pupils boys of approximately the same age and inspired by the same objective.

27. The high schools suffer not only from multiplicity of aims but also from discontinuity in their teaching, as Mr. J. Leitch Wilson observes :

“ The average age of Matriculation candidates in the Ambala division is about seventeen, and in more advanced divisions probably less. Let us see what the educational career of such candidates has been. They have passed through the primary course of four years. English is added at the lower middle stage, at which stage many boys also change their vernacular. After two years comes the upper middle stage, when a classical language and elementary science are added. After two years comes the high department, where again boys change their course of studies. In other words, candidates for Matriculation have studied English, Mathematics and General Knowledge for six years, but all other subjects may have been changed every two years. The present system is conspicuous for its complexity and lack of continuity ”

Mr. A. C. C. Hervey, Principal, Government College, Ludhiana, has written :

These fatal defects can be remedied by two simple reforms. One is the complete elimination of all overlapping of courses as regards secondary and university institutions. The particular stage of general education should be taken either in a school or in an intermediate or junior college or in a genuine university, or university college. In no circumstances should the student have the choice of taking any stage in totally different grades of institution. The other reform is that these courses should be longer than at present, in no case less than three years,

and there should be no public examination or break of any kind in the middle of any of them. Our general educational course should not be an obstacle race in which failure to negotiate an obstacle at brief intervals entails disqualification. At present students are compelled to concentrate so much and so continuously on negotiating these obstacles that little time or energy is left for education "

The "obstacle race" is rendered even more difficult by the fact that after the change of the medium of instruction from the vernacular to English at Class IX, much of the work which has been learned through the medium of the vernacular has to be revised through the English medium.

28. We are thus led to a consideration of the *Intermediate colleges* which have recently been started in the Punjab. These colleges are divided into three main groups. The first includes the nine Government colleges which, with the exception of Multan, comprise the two Intermediate and the two high classes. The second group includes the two European institutions, the Lawrence College at Ghoragali and the Bishop Cotton School, Simla, neither of which we have been able to visit. The third group includes the six colleges under private management.

We give below the enrolment in each of these colleges :

(i) *Government.*

	<i>Students.</i>
1. Multan College, Multan ..	288
2. Government Intermediate College, Lyallpur	367
3. Government Intermediate College, Jhang	210
4. Government Intermediate College, Dharamsala	92
5. Government Intermediate College, Rohtak	160
6. Government Intermediate College, Hoshiarpur	206
7. Government Intermediate College, Gujrat	245
8. Government Intermediate College, Pasrur	216
9. Government Intermediate College, Campbellpur ..	195

(ii) *European.*

1. Lawrence College, Ghoragah ..	123
2. Bishop Cotton School, Simla ..	9

(vi) *Private.*

1. Hindu Sabha College, Amritsar	651
2. D. M. College, Moga ..	272
3. D. A.-V. College, Hoshiarpur	304
4. D. A.-V. College, Rawalpindi	449
5. Khalsa College, Lyallpur	270
6. Khalsa College, Gujranwala	245

29. The aim of the Government colleges has been to provide suitable training for boys between the ages of about fourteen and eighteen in separate self contained institutions in the vicinity of their homes and free from the temptations of a large city. The teaching was therefore to be conducted by school rather than college methods, and for this purpose provision was made for a number of school classes with about forty students in each. It was hoped that facilities of this kind would be widely appreciated, and that, as a result, the serious congestion of young students in the Lahore colleges would be relieved.

We have visited the colleges at Hoshiarpur, Campbellpur and Lyallpur, and two of our number visited the college at Gujrat. In each case the buildings are most suitable and the spacious playing fields give ample provision for healthy exercise. The staffs are generally satisfactory in quality as well as in quantity.

30. It is all the more disappointing therefore, especially in view of the congestion in the Lahore colleges, that these colleges have not received adequate support, and that many of them are half full.

Some witnesses have tried to explain this disappointing state of affairs by pointing out that many members of the staffs, though men of good qualifications, are deficient in teaching capacity and therefore adopt the methods of a college instead of those of a school. As Mr. Sri Kishan, who has served as Principal first of Gujrat College and is now Principal of Dharmasala College, has observed, "a lecture at the Intermediate stage is not a suitable form of instruction for boys, who need far more the benefits of class discipline and of class teaching." The Education Department is of the

same opinion, and has made arrangements for some of these men to receive a course of training at the Central Training College.

It is probable also that the scale of fees, which is considerably higher than those levied in privately managed institutions, is to some extent responsible for the comparative unpopularity of these colleges.

31. These handicaps by themselves are not sufficient to account for the small enrolment of these colleges; we must go deeper to discover the root of the trouble. Mr. Sri Kishan has written that —

“The scheme of the Intermediate College of the four-year type is an excellent one . . . It is intended for the boy who will join Class IX and will thus be able to reap the full benefit of the course. He has the opportunity of coming in contact with teachers of high qualifications; he can take his exercise regularly in extensive playing fields, he can work in a well-equipped laboratory fitted with gas and water and good apparatus; he has access to a well-stocked library and reading-room. If he is a boarder, he lives in a sanitary hostel and learns to hold his own with his fellow-boarders. In short, he can receive his high school education in very favourable circumstances.

But it is a matter for deep regret that, mainly through the selfishness of the local non-Government schools, the Government intermediate colleges have never had a fair chance of success so far as Classes IX and X are concerned. . . . Many of the colleges are therefore compelled to admit only those boys whom the local schools do not want or cannot retain. This unsatisfactory recruitment leads to poor results in Matriculation, and these react unfavourably on future recruitment. The colleges have thus been struggling in a vicious circle, and it is difficult to see the remedy, except by a complete overhaul of the system which permits this unhappy competition. . . . In many places there is a regular system of touting for boys.”

32. We have heard from other witnesses that there is much undesirable canvassing for pupils, but we have some sympathy with the authorities of schools who desire to retain their more competent pupils until the end of the high school course. Mr. A. C. C. Hervey, Principal, Government College,

Ludhiana, has given more cogent reasons for the comparative failure of the Government Intermediate colleges :

" At Ludhiana, we have never been allowed to be individuality as a single complete and harmoniously working organisation. As an intermediate college, we were in the impossible position of being expected to be a four-year institution, but at the same time to take in *en masse* the matriculates of all the other schools in the vicinity at a point half-way through what should have been one complete course. This radical defect has by no means been removed by our transformation into a degree college. Intermediate students are school-boys rather than university students, and we are still obliged to drive an ill-assorted team."

83. We also visited the D. M. College, Moga (which includes only the two Intermediate classes), the D. A.-V. college at Rawalpindi and Hoshiarpur, and the G. N. Khalsa College at Gujranwala. These colleges differ very vitally both in aim and in methods from the Government colleges and are poorly staffed and equipped. With the possible exception of the G. N. Khalsa College, Gujranwala, and perhaps of the D. M. College, Moga, the buildings are inadequate for the number of students to be accommodated. Both the D. A.-V. colleges are defective in all essential respects: the buildings are too small and are unsuitable in plan and equipment; their playing fields are utterly insufficient. The staffs of these colleges are too small, while the scales of salaries and conditions of service are not such as to attract or keep good men. There is serious overcrowding in the lecture rooms and instruction is given almost entirely by means of blackboards. As a consequence, these colleges have made no contribution towards solving the problem of better teaching for the Intermediate classes. All that they have done is to extend the system of mass lecturing from the Intermediate to the Matriculations classes, instead of providing a judicious transition of teaching methods as the boys advance.

84. In the same way that the Ministry of Education has striven by means of intermediate colleges to make suitable provision for those who desire to pursue a university career, the Ministry of Industries has tried by means of *industrial and craft schools* to make provision for those whose bent is not in the direction of university studies

We have not received much evidence in respect to these schools, and we have visited only a few of them. We were favourably impressed by the Woodwork Institute at Jullundur, but were disappointed by being informed that, in addition to free education, stipends would be necessary in order to encourage more boys to attend institutions of this excellent type. In the industrial school in the same town about half the pupils' time is devoted to the study of general subjects throughout the course.

The following passage from the report of the Hartog Committee* is therefore pertinent to this problem :

" It is the exception rather than the rule to find in India an educational system in which the industrial and the ordinary schools are regarded as complementary to each other. All pupils, whatever be their aim of life, should first receive general education, but it should be open to boys at some suitable stage in the subsequent course to branch off to craft schools or to vocational classes. We are told that the industrial schools are not widely appreciated at present, but we are hopeful that if once industrial training is given its proper place in the higher stages of the educational system, many of the boys who now waste time and money in a secondary school will be diverted to more fruitful forms of education and occupation."

35. The following figures, which have been taken from the Punjab Education Report for 1930-31, are very significant, showing not merely that the industrial schools have failed to attract a very large number of boys who have no bent for a literary form of education, but also that the progress of the high schools is retarded by their presence :

<i>Ages.</i>			<i>Class IX.</i>	<i>Class X.</i>
16—17	..	..	3,844	..
17—18	..	..	2,379	2,955
18—19	..	..	1,398	2,297
19—20	..	..	565	1,443
Over 20	..	..	328	850
Total	..	..	<u>8,509</u>	<u>7,545</u>

According to these figures, 6,876, that is, almost 22 per cent. of the total enrolment of 31,457 in Classes IX and X, were unable even to appear for the Matriculation before they were eighteen years of age, and 10 per cent. of them were unable to appear before the age of nineteen. With these figures before us, it is not possible to accuse the Hartog Committee of exaggeration when they urged that these boys were wasting their own time and other people's money. Indeed, the diversion of these boys at an earlier stage to vocational training or practical occupations is the process on which all reform of higher education should turn.

(iii) *Proposals for reform.*

36. There is a widespread demand for drastic reform in the secondary system. The Ahmadiyya deputation have observed that—

“no university reform is possible without reforming and improving the primary and secondary systems of education. If the University is to function well and avoid waste of time and energy, it must be fed by an efficient and well organised system of primary and secondary schools.”

Dr. Khalifa Shuja-ud-din has urged that—

“a thorough re-organisation is the pressing need of the hour, and no advance is possible without a radical change in the educational system and ideals.”

Malik Barkat Ali writes :

“The present system of higher education needs remodelling. There is an inveterate tendency blindly to join colleges in utter disregard of intellectual fitness, and many a young man, whose education should really terminate at the secondary stage, finds himself driven by this blind tendency to the college where he should never be.

The reason why this tendency has come into existence is that the secondary stage is too weak to permit parents to let their children stay there. In order to check this tendency, which leads to great waste of energy, it is necessary that the secondary stage of education should be considerably broadened and strengthened. Higher education is meant for the select few, and the interests of the country demand that the present rush for higher education, resulting in terrible unemployment and dissatisfaction, should cease.”

Khan Bahadur Sheikh Din Muhammad, M. L. C., supports this view :

" The remedy is not far to seek. Reform school education, adjust it properly to higher education, reduce the burden that now weighs heavy on the intellect of a student, try to Indianise university education, popularise the classical languages of the country, patronise its vernaculars, and you will create a real thirst for knowledge among the students and succeed in meeting the real needs of the country."

Mr. G. C. Chatterji maintains that—

" the worst feature of our present system is the lack of a proper standard of secondary education. So long as this is not improved, no scheme of University reform is likely to be of any use. "

37. The Hartog Committee* suggested the general directions in which a reconstruction of secondary education might be attempted :

" We think that a large number of the pupils in high schools would benefit more by being in schools of another type.

Two kinds of remedy suggest themselves—

- (1) The retention in the middle vernacular schools of more of the boys intended for rural pursuits accompanied by the introduction of a more diversified curriculum in those schools ;
- (2) The diversion of more boys to industrial and commercial careers at the end of the middle stage, for which provision should be made by alternative courses in that stage, preparatory to special instruction in technical and industrial schools."

The Ahmadiya deputation have advocated a remodeling.

" of the various courses of study on such lines as to leave plenty of possibilities for the boys to branch off into lucrative walks of life at different stages of their education."

Hakim Ahmed Shujaa urges that—

" no enquiry into the Punjab University administration or courses of study can result in any good unless the foundations of the University are substantially altered. To achieve this object the Committee will not only have to

examine the degree colleges, but will have to go to the intermediate colleges and thence to the secondary schools and the primary schools."

There is in fact almost complete unanimity among our itnesses in respect to this suggestion.

38. The Director of Public Instruction, in consultation with some of his colleagues in the Education Department, has offered detailed proposals for reconstruction :

"In reconstructing the educational system, we must bear in mind the distinction between the vernacular and the Anglo-vernacular ladders. It is the duty of the State to provide primary elementary education in the vernacular for its future citizens. It is not necessarily the duty of the State to provide cheap secondary education leading to the University. Boys entering the Anglo-vernacular schools should be such as can pay for it or else earn it by their brains. This latter condition involves a more generous scholarship system than exists at present."

The Director then proposed an amalgamation of the lower and upper middle schools into an eight or a nine-class school including primary classes, after which an examination could be taken leading to education of different types :

"My colleagues and I have not decided whether this new type of middle school should include eight or nine classes. The latter alternative would provide an additional year of schooling for the villager who takes the vernacular course. This would enlarge his mental equipment and would improve the qualifications of vernacular teachers. On the other hand, a school of eight classes would lower the age for the parting of the ways by a year, and would be an advantage for those who desired vocational training.

We are opposed to the overlapping in the present classification. The pre-University institution, which should follow the completion of the reconstructed middle course, should be a distinct and separate unit. There should be no other type of institution which includes both the middle and the pre-University classes.

Another important question is the stage at which English should be taught as a subject. The later its introduction, the easier will it be to safeguard the interest of boys from vernacular schools who desire to enter an anglo-vernacular school without having to join the special classes for learning English. . . . Moreover, the postponement of

English teaching would give the boys more time for learning the vernaculars."

39. Lala Chetan Anand, Principal, Government Intermediate College, Lyallpur, has suggested that "the Intermediate should be so modified as to serve as a really effective preparatory course, both for professional careers and for university studies." He advocates

"the cutting down of the school course to nine years and utilising the year gained for intermediate work. By this means, the student will be placed during the period of his adolescence in a more intellectual atmosphere under a superior staff in an institution which will afford better facilities for the development of his mental and physical powers. The Intermediate, thus modified, will also ensure a gradual transition from the lesson method of instruction of the school classes to the lecture method in the degree classes. It may be argued that the reduction of the period of studies in the school classes will lower the standard, but this should be compensated by substituting the vernacular for English as the medium of instruction and by revising the middle and high courses so as to eliminate the present duplication of work in several subjects."

40. Mr. Madan Gopal Singh has made similar proposals though different in certain details, whereby the system of school education should be remodelled in order

"to eliminate that large body of students who come to the University, either with the avowed object of qualifying for 'service' (as distinguished from those who are qualifying for the liberal professions), or who do not know at all why they are at the University."

On the assumption that many boys "are too old when they pass Matriculation," Mr. Madan Gopal Singh proposed that a public examination should be held at the end of Class IX, which would mark the completion of the secondary stage. This innovation would be "in keeping with the general feeling that boys and girls should be free to leave school earlier in order to do their apprenticeship to a trade or business."

41. Mr. G. C. Chatterji has made similar proposals. He has first emphasised the need of radical reform:

"No radical or useful reform of the university system is possible without overhauling the whole educational system

Such a reform is long overdue. The system arose under conditions which have totally changed, and has outlived its utility. It arose out of the need of the British Administration for the services of clerks, and even this object is carried out most unsatisfactorily. The Punjab is now becoming a self-governing democracy; and it is not surprising that a system which was designed to turn out office clerks has failed completely to turn out successful citizens."

He then offers definite proposals for the reconstruction of the school system:

"The first stage of education should be the elementary stage with four classes, which would be available for the whole population and would enable them to discharge their civic duties with intelligence....

The second stage might be called the secondary stage and would include five classes. Its completion would roughly correspond with the present Matriculation, though in practice it would be shorter by one year. The medium of instruction would be the vernacular with English as a second language. At the end of this stage there would be two outlets, the one towards technical and vocational courses and the other towards a higher stage of literary education. The completion of this stage would be marked by a public examination.

The third stage would be one of three years and would lead to the Matriculation which would replace the present Intermediate. The course would be one of a liberal and general type, and the medium of instruction would be English. Apart from the English language and the vernacular which would be compulsory, there would be a liberal choice of optional subjects. . . . Education would be imparted by instructional rather than by lecturing methods. The instruction both in the English language as well as in other subjects should reach a higher degree of efficiency than is now attained by those who now pass the Intermediate examination."

42. These reformers have been guided mainly by the following principles:

- (a) *The Intermediate classes should be removed from the jurisdiction of the University and be replaced by a more efficient scheme of school teaching.*
- (b) *The school course should be divided into a number of separate stages, each complete in itself and with a clearly*

defined objective ; and there should be no overlapping between them.

- (c) Arrangements should be made for boys to be released at an earlier age from a purely literary form of education, and facilities should be provided at this point for vocational training in separate institutions.
- (d) Those boys who are competent and eager to enter a university should first undergo a course designed for that purpose in separate institutions.
- (e) The strain imposed by the present system of biennial examinations should be relieved, and an examination should be held only at the end of a definite stage of education.
- (f) The courses should be so designed as to encourage a continuous course of study and to discourage frequent changes in subjects and the selection of unsuitable combinations of subjects.
- (g) The teaching of the vernaculars should be improved.
- (h) *The use of the vernacular medium should be extended.*

43. One of the many advantages which should result from a reconstruction of this kind would be to adjust vocational training in a suitable manner and in the proper place in the general scheme of education. As the Hartog Committee observed, general and vocational education would become complementary instead of antagonistic to each other.

Some witnesses, however, have advocated different arrangements for the extension of vocational education. Professor Carter Speers, of Forman Christian College, Lahore, has criticised the University because it has "failed to provide any but the most limited facilities for vocational training." Professor Devi Dyal of D. A.-V. College has also referred to the proposal, now under consideration by the University, that the following should be introduced into the Intermediate course as elective subjects :

- (a) Electrical instruction and repairs ;
- (b) Motor car repairing ;
- (c) Horticulture ;
- (d) Taxidermy ;
- (e) Chemical industries ;
- (f) Photography ; and
- (g) Toilet materials.

In the opinion of Professor Devi Dyal, the introduction of these subjects will serve to reduce unemployment. "As

soon as the financial conditions improve, the University and Government should make combined efforts for the establishment of a polytechnic."

Our witnesses are unanimous that more extensive facilities should be made available for vocational training, but many are doubtful whether a university is the proper agency for providing such facilities. Moreover, their introduction in separate colleges would be very expensive, and would not conduce to efficiency. It is also doubtful whether a few hours' training in the week alongside of the study of literary subjects would be of much practical value. Such a scheme is calculated to defeat the very object which it sets out to achieve, as the longer the boys remain in a literary institution and spend most of their time in literary studies, the less likely will they be to take up practical occupations in life.

We give below the opinions of Dr. H. B. Duncliff:

"I am opposed to the introduction of vocational subjects at any stage of University education. Such courses are suitable for a polytechnic or Technical Institute, and the province is in definite need of such an institution. While there seems to be no prospect of the Department of Industries making provision for such courses of training, I do not think that it is the duty of the University to depart from its normal functions to supply the want. Such vocational courses cannot provide accurate training in the theory of the processes of which they teach the practice, and they will turn out tradesmen not professional men. To my mind, the replacement of one of the exact sciences or an Arts subject by a vocational subject is retrogressive.

Intermediate colleges already try to teach too many subjects, and the introduction of new combinations increases cost of staff (and consequently fees) and involves complications in time-table which are very nearly insuperable."

Vocational training will be more successful if it is properly adapted to the scheme of school education in the manner suggested by the other witnesses whom we have already quoted.

44. Many of these witnesses have also suggested that the reconstructed scheme of pre-university teaching, along with the examination held at the end of Class IX, should be placed under a special Board constituted for the purpose.

The Board of High School and Intermediate Education in the United Provinces has been referred to in this connexion. This Board was constituted by means of legislation and includes representatives of the universities in that province. Its main functions are to arrange the several courses, to conduct the examinations, to recognise institutions and provide for their inspection.

We have been informed that the Board, as a piece of administrative machinery, has achieved a large measure of success, and that its several functions are carried out with impartiality and efficiency. The main difficulty in the United Provinces, however, is that owing to shortage of money it has not yet become possible to provide separate institutions, properly devised and equipped for the pre-university course.

Another difficulty which arises in the United Provinces is that the High School examination is held within two years of the Intermediate examination. As a result, the pre-university course is too short, and diversion into vocational channels is attempted too late. Our witnesses have—rightly, we think—recommended that the first public examination should be held at the end of Class VIII or Class IX, so as to enable boys to take up vocational training at an earlier age and also to provide for a longer pre-university course.

45. Some witnesses have also suggested that a few secondary schools of a better type and on somewhat similar lines to the Public Schools in England should be instituted in the Punjab.

Mr. F. L. Brayne has written :

“ There is a very strong feeling that there should be schools available for what is euphemistically described as the ruling class or the officer class. However we describe them, there is a large number of people whose children, when they grow up, will not compete for petty jobs, but will either compete for high offices in the public services or will be responsible for large estates or large businesses or will go into public life. These boys require training in leadership and organisation. Their parents have the means, if schools were available, to pay a fair sum for the education of their children on definitely more expensive lines than can be afforded for the children of the less well-to-do. The provision of such schools should be encouraged.”

There is undoubtedly a danger in attempting to transplant institutions with traditions deeply rooted in the past from another country with its different conditions of life and society, but there is good reason to anticipate that a few schools of a better type and with comparatively high fees would be much appreciated in the Punjab.

It therefore seems necessary that in any scheme of reconstruction there should be a certain degree of flexibility in order to include schools of this or other types, without cramping their scope and individuality.

CHAPTER V.

The Colleges of the University.

We have already referred very briefly to recent attempts to transform the University from a body which prescribes curricula and conducts examinations into a teaching institution. Elsewhere in this report we shall examine in detail the method which has been employed in this process. At this point we are concerned with the difficulties which have confronted the University in these attempts.

2. The examining university has been subjected to much criticism in India and elsewhere. For example, the Haldane Commission have concluded :

" We are convinced that it is not possible to organise a great university merely by giving a number of independent institutions with different aims and different standards a formal connexion with a central degree—giving body, which has practically no control beyond the approval of syllabuses for degree courses, the recognition of individual teachers and the conduct of degree examinations . . . We agree . . . that the power to control teaching is of more importance than the power to test it by granting degrees ; and that it is not possible . . . for the greater teaching agencies of the metropolis to be brought (without interfering with their independence) into true academical relations, upon proper terms, with the one existing university. . . . Almost every independent institution . . . pursues its own independent policy, and the evidence put before us by the authorities of the unincorporated schools affords repeated confirmation of this view " *

Thus, in the opinion of the Haldane Commission, the two great obstacles to transforming the University of London into a teaching institution were the great diversity in the aims and methods of the several colleges and their almost complete independence of each other and particularly of the University. These observations apply with at least equal force to the Punjab University.

In this chapter, we shall discuss the wide diversity of the colleges, their present condition and the measure of control exercised over them by the University.

(i) Diversity of the Colleges.

3. There are fifty-one colleges affiliated to the University. The difficulty lies not merely in the large number of institutions which the University has to supervise, but even more in the great variety in their aims and standards. The task of welding them into a teaching university must indeed be vast.

4. There are, first, the colleges of the University itself, Oriental College, Law College and the recently constituted Hailey College of Commerce—all of which are maintained directly by the University and are in fact incorporated colleges. Owing to a flaw in the Indian Universities Act of 1904, the University is bound to apply its rules of affiliation even to these colleges. It is therefore placed in a dilemma between the charge of favouring its own colleges or, through fear of that charge, of exacting from them a stricter observance of the rules than it does from other colleges.

5. Next, there are the professional colleges of Medicine, Teaching, Engineering and Agriculture. The control of the University is weakened by the fact that these colleges are closely linked with the policy and requirements of a particular Department of Government; they are controlled by the Head of that Department, and they are staffed by officers of the Government, who may be transferred to other duties at short notice and without any reference to the University. A crucial situation would arise if, for the purpose of enforcing compliance with the regulations, the University found itself compelled to recommend disaffiliation of one of these colleges and thus to deny students the opportunity of graduating in their professions; but in the last resort what other course is open to the University?

6. The Arts colleges are controlled in some cases, directly or indirectly, by powerful religious and communal organizations, and in other cases by Government itself. Control by the University over these colleges must be difficult.

Some of these colleges are located in close proximity to the University, others are hundreds of miles away. Their teachers in some cases have only rare opportunities of visiting Lahore, while their students may not even have seen the headquarters of the University

There are wide differences of scope and efficiency among these colleges. The Lahore colleges, among themselves, provide the major part of the post-graduate teaching, and their staffs are therefore able to take a prominent place in the councils of the University. Some other colleges provide no teaching beyond the Pass courses, and their staffs are not adequately represented on any of the University bodies. The Intermediate colleges make no attempt to give university teaching; indeed, they are not colleges at all, but rather schools with the laudable object of providing a good school education for boys up to the age of eighteen.

7. Most of the girls reading in the University are enrolled in the two women's colleges in Lahore or in the new Stratford Intermediate College for Women at Amritsar maintained by Government, but some have joined men's colleges—another complication. The questions arise whether the same rules of affiliation are equally suitable to men's and women's colleges and whether special courses or variations from the ordinary courses should be allowed for women candidates.

8. An additional complication is caused by the existence of a number of colleges within the territorial jurisdiction of the Punjab University, but beyond the jurisdiction of the Punjab Government. There is comparatively easy access between the Punjab University and the Punjab Government, but communications between an Indian State, the North-West Frontier Province or Baluchistan and the University may be not merely difficult but also delicate. Relations with the North-West Frontier have been further complicated by its transformation into a Governor's Province, with a Minister for Education who is responsible to the Legislature.

We shall now discuss the condition of these different types of colleges, but shall reserve discussion of the women's colleges until a later chapter.

(iv) *The Incorporated Colleges.*

9. Three colleges, namely, Oriental College, Law College and Hailey College of Commerce, must be distinguished from the others by the fact that they are not merely affiliated, but are incorporated in and maintained by the University. Again, one of the three—Oriental College—is an institution of pure learning, while the other two are

maintained in order to provide professional training. Law College is financially self-supporting; the other two are maintained only with the assistance of large grants from Government.

10. *Oriental College* is older than the University, having been established in 1870 by the Senate of Punjab University College on the basis of an older Oriental School. It was incorporated in Punjab University in 1882 and has occupied a peculiar position, forming originally an oriental wing preparing students for degrees in Oriental Learning and for a series of titles parallel to the various degrees conferred by the western wing of the University. During the past half-century, however, the modern side of the University, organised on the western model, has inevitably far outstripped the growth of Oriental College, which has stood primarily for the maintenance of the traditional learning in classical oriental languages. At the same time in Oriental College itself there has been a development in the higher Arts courses of the modern critical study of the classical languages. Professorships have been instituted in Arabic, Sanskrit and Persian, mainly in the first instance for the purpose of encouraging research, though the incumbents now do a good deal of teaching in co-operation with other colleges. More recently lectureships have been instituted in the three modern Indian languages of the Province. These lecturers are chiefly occupied in research work, as at present there is no advanced teaching of these languages in the Faculty of Arts, and few students take the titles courses in the vernaculars.

A considerable amount of work has been done by the staff and by post-graduate students, the quality of which has been appreciated not only in India, but also in other countries. Reference may be made to the Punjab University Oriental Publications Series and to numerous scholarly contributions to the Oriental College magazine.

In the wide range of Sanskrit studies emphasis has been laid on Vedic literature, so often neglected in India, on linguistic history and on epigraphy. It has been found possible in connexion with M. A. Sanskrit teaching to inculcate something of the general principles of linguistics (including phonetics) with special reference to the Indo-Aryan languages of India. This training has led several graduates to make detailed scientific studies of their own language or dialect.

An introduction to research methods is provided as part of the M. A. course.

Arabic and Persian form separate University Departments, but in the college they are grouped closely together, and with them is associated the lectureship in Urdu. If there has been a definite bias in these subjects, it has been towards history and biography.

The lecturer in Hindi is a linguist trained in London as well as in Lahore. He is engaged on an Historical Grammar of Hindi. The work of the lecturer in Punjabi (with that of his colleague in Urdu) is on the history of literature.

All this research work has been greatly facilitated by the considerable number of manuscripts collected for the University Library during the last twenty years. Reporting on manuscripts offered to the Library is a regular duty of the college staff, several members of which have shown enterprise in the discovery of new material.

The total number of students enrolled in the college is 230. They are distributed as follows:—

Serial No.	Name of class	Number of students	REMARKS.
1	M.A. Sanskrit, VI Year .	5	
2	M.A. Sanskrit, V Year . ..	3	
3	M.A. Arabic, VI Year . ..	2	
4	M.A. Arabic, V Year . ..	4	
5	M.A. Persian, VI Year . ..	4	
6	M.A. Persian, V Year . ..	2	
7	Shastri, II Year . ..	21	
8	Shastri, I Year . ..	8	
9	Visharda, II Year . ..	8	
10	Visharda, I Year . ..	11	
11	Maulvi Fazil, II Year . ..	10	
12	Maulvi Fazil, I Year . ..	9	
13	Maulvi Ahm, II Year . ..	..
14	Maulvi Ahm, I Year . ..	8	
15	Munshi Fazil, II Year . ..	12	
16	Munshi Fazil, I Year . ..	16	
17	Munshi Ahm, II Year . ..	9	
18	Munshi Ahm, I Year . ..	9	
19	Gyani, II Year . ..	..
20	Gyani, I Year . ..	6	
21	Vidwan, II Year . ..	..
22	Vidwan, I Year . ..	7	
23	English Class . ..	35	
24	F A English only . ..	18	
25	Honours in Hindi Class . ..	18	
26	Honours in Urdu Class . ..	5	
Total ..		230	} Evening Classes.

11. Consideration of the organisation and functions of Oriental College is involved in the larger consideration of oriental studies not only within the University, but also in schools.

The traditional learning is still to some extent maintained by traditional methods in madrassahs, makhtabs, pathshalas and temples throughout the Province, and also by certain institutions—as at Qadian—vaguely associated with Oriental College, Lahore. A considerable number of candidates appear privately from such places for the Titles examinations conducted by the University. The number of students actually trained in the College for these Titles is small.

The classical languages—Sanskrit, Arabic and Persian—are taught in secondary schools and even to some extent in affiliated colleges by pandits, maulvis and munshis, who have received this traditional training and have obtained appropriate titles by examination. A special training class is normally held at the Central Training College, Lahore, for this type of teacher, but has been temporarily suspended owing to the prevailing financial stringency. These teachers suffer from two drawbacks, which detract seriously from the effectiveness of their instruction. In the first place, they are very ill-paid in comparison with many teachers of subjects organised by western methods. In the case of Government schools they are classified together with vernacular teachers in a separate register and receive salaries far inferior to those paid to other teachers. In the second place, their knowledge is almost entirely confined to their traditional learning. They are lacking even in the rudiments of that general knowledge of other subjects, which is essential to a modern teacher, and their methods of teaching are at least archaic. Few of these traditional teachers have sufficient knowledge of English to acquaint themselves with modern methods. Indeed, in a great many cases they are incapable of departing from their present outlook in any respect.

12. It has been suggested that the efficiency of these title-holders might be improved for the purpose by combining their traditional training with some instruction in Oriental College in other subjects, including English, geography, history, arithmetic, modern philology and teaching methods. We are unable to support this suggestion.

It has been represented that the better plan would be to entrust much of the teaching of classical languages in schools to graduates who had received a modern education, had taken an Arts degree, including the classical language in question, and had received training, especially in that language, at Central Training College. Such men would be able to establish a contact with their pupils, which is scarcely possible for the traditional teachers.

13. This seems the most appropriate point at which to discuss a somewhat allied problem, namely, the teaching of modern Indian languages, especially, of course, those spoken in the province of this University.

Many witnesses have deplored the depressing treatment of these languages. In the Intermediate and B. A. examinations they are not included among the elective subjects, as is done in many other universities; the only recognition of them is in the form of an additional paper in an "Indian vernacular recognised by the University." A further handicap to the development of these languages is the insistence upon a study of a classical language in the Faculty of Arts at the Intermediate stage, even though it is not required throughout the school course. In order to elude this handicap candidates have resorted to the study of a scientific subject, for which in many cases they possess no desire or aptitude; or else they have chosen a language, such as French, though its usefulness in India is almost as limited as the facility which they gain in it. Women have been allowed to study a modern Indian language in place of a classical one. Why not men?

The development of modern Indian languages also suffers by their indifferent teaching in the schools. They are not taught, as are other subjects at least in the higher classes, by graduates who have been trained at Central Training College, but either by title-holders or by vernacular teachers, who are of inferior qualifications and receive much smaller emoluments than graduate teachers.

Witnesses have therefore suggested that modern Indian languages should be encouraged in three ways. (i) They should be included as optional subjects in the Intermediate, B.A. and M.A. examinations; (ii) Oriental classical languages should not be compulsory subjects in the Intermediate examination; and (iii) as far as possible they should be

taught in the schools by trained graduate teachers, who have taken a particular language in their university and training examinations.

14. A Law School was established in Lahore in 1870, at the same time as Oriental College, for the training of mukhtars and pleaders. It became incorporated in the University in 1882, and was converted into a college with a whole-time Principal and staff in 1909.

The *Law College* prepares students for the degrees of LL.B. and LL.M. and for a Diploma in Conveyancing and Deed-writing. There are now 823 students in the college, distributed as follows :

F. E. L. Class	.	..	..	..	495
LL. B.	..	.	..	..	805
LL. M.	..	..	..	..	4
*Diploma	..	..	..	..	19

For their instruction there are, in addition to the Principal, two permanent and one temporary full-time lecturers, besides fourteen part-time lecturers. Instruction by part-time lecturers concludes at 10 A. M., but arrangements are being considered for the continuation of part-time teaching in the evening.

The College is accommodated in a building which faces the Senate Hall. It shares Maynard Hall with Oriental College. It also possesses a hostel which accommodates 280 of its students. It conducts a journal and moots for the practical education of students.

The Syndicate manages the College by means of a sub-committee, consisting of the Vice-Chancellor, the Dean (who is at present the Chief Justice of the High Court of Lahore), three elected members of the Faculty of Law and two members appointed by the Syndicate.

15. One of the principal problems which Law College now presents is the largeness of its numbers, for the proper instruction of more than 800 students in the intricacies of a wide range of complex subjects is bound, in any circumstances, to create difficulties in teaching and administration.

The question of restricting admission at once arises, for it is generally recognised that the legal profession in

*This class dispersed for examination on 31st January. —

the Punjab, as elsewhere in India, is greatly overcrowded. This condition has a two-fold evil effect. It promotes litigiousness and, by acute competition among the less competent practitioners, it tends—except in the highest range—strongly to undermine the technical, civic and ethical standards of the profession. In view of the fact that Law College is the only institution in the Punjab authorised for the training of legal practitioners, the obvious duty rests upon the authority which controls it to restrict admission by raising the necessary standard, and so to improve the standards of teaching and examination within the College, that fewer graduates shall emerge, and that these shall be men who will steadily elevate the technical and ethical level of their profession.

As the Principal, Mr. C. L. Anand, has pointed out in his evidence, a proposal to restrict admission to the College is not novel. In 1911 the Faculty of Law proposed to limit admission to 100 a year. In 1918 the Law College Sub-Committee resolved, and the Syndicate approved, that not more than 325 students should be admitted to the first year class. In 1931 over 400 were admitted, and in 1932 over 500. These disquieting numbers are due, less to any pecuniary attractiveness of the profession, than to the prospect of unemployment which to-day confronts youthful graduates in Arts. They resort to the Law College primarily to avert for another year or two the bleak quest for a means of "genteel" livelihood. Not many of the graduates who now emerge intend to practise the profession. Indeed, the degree, LL.B., is becoming generally regarded as the usual appendage to the M. A. as a qualification for even subordinate administrative, educational or clerical posts. In itself this would not be a bad thing, for a liberal legal training should enrich the conception of citizenship and both directly and indirectly improve the value of its possessor in any of these functions. But we fear that in fact this is not the result.

In the College the classes are overcrowded; the reality and effectiveness of teaching is sadly reduced by factory methods of mass-production; in short, all the liberal values of legal education are destroyed. The teachers are too few; personal contact with students is well-nigh impossible; the academic foundations of the study are neglected; nothing is possible, except a hasty, discursive survey of a long list

of technical subjects and an injunction to cram certain portions of certain text-books—or deleterious “notes” thereon—for an examination at the end of each of two years; from which the survivors emerge with little except the degree, LL.B.

The College Library is very inadequate, consisting of only 5,000 volumes, including 3,000 works of reference, for the use of over 800 students. Not even a sufficient number of sets of Law Reports are available to them. The Hall of the College has been converted into a library room.

The whole picture is depressing, especially when we reflect that the institution is now actually producing a net profit from the fees of students.

Various steps seem to us highly advisable for the improvement of the College, which we shall enumerate in Chapter XI.

16. The number of students now admitted to Law College is quite excessive in relation to the accommodation, the library and particularly the staff. If the scope of the two-years' curriculum for the LL.B. degree is considered in connexion with the teaching strength of the college and the resources of the library, two improvements will appear to be obviously necessary. The number of whole-time specialist teachers and the amount of time devoted to teaching both need to be considerably increased, while the library requires to be greatly improved. The most obvious method to begin improvement of the teaching is to extend the duration of the course by a year. As the Principal points out, it was of three years' duration from 1885 till 1908, when it was reduced to two years, probably to conform with the practice adopted by other Indian universities. But since then Calcutta University has felt compelled to extend the course to three years. The size of classes needs to be reduced and more real and intimate contact needs to be established between teachers and students. But these measures alone will not sufficiently improve the teaching.

The Faculty of Law of a University is not intended merely to equip the largest possible number with the minimum requirements to enable them to practice. It is intended to give a sound academic training in those fundamental legal studies which form an important element in every advanced culture, and to contribute to their advancement. Jurisprudence, Comparative Law, Roman Law, the Constitu-

tional Law of England and India (including their evolution), International Law and Relations, Muhammadan and Hindu Law, Custom in India, and particularly in the Punjab: such subjects possess great academic value, not limited to the immediate practical purposes of a professional law school, and should be made the foundation upon which the practical training of the lawyer should rest, while being equally available to students of other subjects, such as History and Political Science. It would be a great improvement if arrangements could be made for the effective teaching of these important subjects.

We do not wish to reflect upon the competence of the numerous part-time teachers now engaged in the College, but we are convinced that great improvement would be effected if more distinguished exponents of special branches of law could be brought into its teaching service for the delivery of a few weekly lectures, or the conduct of tutorial groups.

We are surprised to observe the lack of another advantage in the present system. The award of a certain number of scholarships for special merit to junior students, and of senior studentships for the more advanced study of juridical subjects, particularly relating to India, would tend considerably to improve the status of the College.

The establishment of University Professorships or Readerships in such subjects as Jurisprudence and Comparative Law, Constitutional Law of England and India and International Law, would be of great value. Such Chairs, if established, would not only improve the teaching of the Law College, but would also enable it to contribute more effectively to the general development of the University, as their teaching would naturally become available to students in the Faculty of Arts.

Finally, it appears to us somewhat strange that no member of the College staff is on the Board of Studies in Law.

17. *Harley College of Commerce, Lahore*, was founded in 1927 by the munificence of the late Sir Ganga Ram, "with a view of providing a sound commercial training to young men, who, possessing a good general education, wish to qualify themselves for positions in the higher branches of commercial life." It is largely maintained by an annual grant from

Government to the University. It is well-equipped in respect of staff, college buildings, library, hostel and playing fields. It provides a course of three years' training from the Intermediate standard in preparation for its degree examination, a system which we highly approve. It also prepares students for the Government Diploma in Accountancy.

Since its institution it has enrolled 312 students and has produced 95 graduates. Its present enrolment is 130, and is distributed as follows :

I Year	..	..	.	30
II Year	..	..	..	22
III Year	..	..	..	37
I Year (Government Diploma in Accountancy)	..			20
II Year (Government Diploma in Accountancy)	..			21
			Total	130

The number of candidates seeking admission has steadily declined, but this is probably due to the present trade depression, and also possibly to the somewhat extravagant hopes entertained by the public about the possibilities of good employment for its graduates. It is satisfactory, however, that the more successful graduates have been absorbed into business, and this affords good promise of its future usefulness in the sphere for which it is intended to provide training.

18. Though the institution is an incorporated College of the University, concerned with the practical application of economic principles, it is segregated from the University Department of Economics. This seems an unnecessary measure of duplication and is a striking example of the incoherence which we have observed in the general policy of University development.

(iii) *The Professional Colleges*

19. The intimate bearing of the training of teachers on the quality of instruction in schools and its consequent effect on the foundations of university education renders the *Central Training College*, Lahore, an institution of special importance to the University. It was founded in 1881, and is affiliated to the University. It is the only institution in the Province, which prepares candidates for the B. T.

degree; but it has provided training for a very large percentage of anglo-vernacular teachers in the Punjab. During the present session, some of the untrained teachers in Intermediate colleges have been sent for training—a welcome innovation. The staff of the college is adequate in quality as well as quantity, and the buildings and equipment are satisfactory. It is among the best training institutions in India. Its practising school, the Central Model School, is well-organised, and reaches a high level of efficiency.

20. There are two courses of training for graduates; (i) for the degree of Bachelor of Teaching, and (ii) for the Senior Anglo-Vernacular Diploma awarded by the Education Department. The Principal has explained that, though B. T. candidates receive some practical training, the S. A. V. course 'lays more stress on the practical aspect of a teacher's work.' Though the minimum qualification for admission to both courses is a degree, many applications with the Master's qualification have been admitted in recent years—a pleasing development.

21. The Principal has represented the difficulty in making changes in the B. T. course:

"The matter is first raised at a meeting of the Board of Studies. If this body approves, the proposal is placed before the Arts Faculty, but it may be referred back to the Board for reconsideration. The next step is to the Syndicate, and finally to the Senate.. As an interval of at least one year must elapse between the notification of the changes and the date of the examination in which they will take effect, it takes at least two years to make a change in the B. T. course even in the most favourable circumstances. In unfavourable circumstances the time seems unlimited."

22. Both the B. T. and S. A. V. courses are of one year, but this period is insufficient to ensure either adequate practical training or the necessary knowledge of pedagogic theory. The Principal has written:

"The nominal length of the course is one year, though in practice it extends from the middle of September to the middle of June,—a period of about nine months. From this period has to be deducted the many holidays such as Dusehra, Christmas and Easter, whilst Ramzan often has an effect on the work, when the period of fast falls within the college session.

The period is too short for a post-graduate degree in Education. At present little but a nodding acquaintance can be made with much of the theoretical work, and the practical work is by no means as thorough as it might be."

The Principal recommends that the period be extended to two years. An additional advantage would be the greater opportunity of building up college traditions, as the second year students would provide greater continuity.

23. The Principal has made interesting proposals for the institution of a degree higher than the B. T. :

"If the B. T. course is primarily organised to train graduates to become competent teachers of the usual school subjects or assistant district inspectors, there should be some facility to allow individual students who may be interested in the academic side of education to take a degree in some branch of theory. I support the creation of a degree in education higher than the B. T., which should enable a student to take up research work on some approved topic. Such work might be carried out in any college under the direction of a professor, who was approved by the University for this particular purpose. Such a higher degree, however, should be open only to those who possess the B. T. degree"

A similar proposal was made by the Calcutta University Commission :

"Systematic study of educational questions is admittedly much needed in India at the present time. Far-reaching changes are apparently imminent, not least in the sphere of primary education, but very little has been done to prepare for these changes by systematic enquiry or experiment. Yet the conditions are favourable for setting such enquiries on foot and for instituting experiments in new methods of teaching and of school organisation."*

Provision has already been made for specialised research of this kind in Dacca and Andhra Universities. In both Universities, the degree is awarded on a thesis implying "a distinctive contribution to the advancement of learning," and is open to approved candidates two years after taking the earlier degree.

24. The special Oriental Teachers' Training Class has been temporarily suspended, as the supply of these teachers

has outrun the demand. We have discussed this form of training in paragraphs 11—13 of this Chapter.

We shall consider the training of women graduates in a later chapter.

25. The *Punjab Agricultural College*, Lyallpur, is one of the best equipped agricultural colleges in India. The main object of the college is—

“To give such a combined and systematised course of scientific agriculture as will enable it to send out men who will be competent to further the progress of agriculture on the most approved, economical and up-to-date lines, either as assistants in one or other of the branches of the Agricultural Department or as managers of their own or others' estates.”

The College, which teaches up to the B. Sc. and M. Sc. degree, is well-equipped and is situated in extensive and attractive grounds with an agricultural farm and other facilities.

We have not made extensive investigations into the condition of this college, as the report of the Royal Agricultural Commission was published only a few years ago; and a further enquiry has recently been made by a special Retrenchment Committee, appointed by the Punjab Government.

26. We are a little astonished that many of the major recommendations of the Royal Commission have not yet been carried into effect. For example, the Commission proposed that the Intermediate should be regarded as the qualification for admission to the College :

“We are strongly of opinion that it (the Intermediate Examination in Science) should be made the qualification for admission to the full course at all the colleges. We regard this as a very necessary step in the interests both of the student and of the college staff; of the student as he cannot utilise the educational facilities provided for him to the best advantage without the grounding in Science which the Intermediate examination connotes, and of the College staff as these agricultural officers should not be distracted from their special work by the task of teaching elementary science.”*

The Special Retrenchment Committee, in support of this view, pointed out that in the Government Intermediate College, Lyallpur, there are admirable facilities for science teaching up to the Intermediate standard.

Dr. Lander, of the Agricultural College, has represented in his evidence before the Retrenchment Committee that by the admission of boys immediately after passing the Matriculation examination the work of the College is much handicapped by their lack of general knowledge, especially of English. He contends that it is not the function of an agricultural college to concern itself with the elementary teaching of pure science.

27. The Royal Commission on Agriculture also insisted on the combination of teaching and research in agricultural colleges.

"We have carefully considered the question whether it is desirable that the research activities of the agricultural colleges should be entirely divorced from the teaching work which is carried on at those institutions. The scientific experts we examined were practically unanimous in holding that the combination of research and teaching, within reasonable limits, is beneficial both to research workers and to teachers. The research worker who undertakes a certain amount of teaching is compelled from time to time to review his subject as a whole, and is brought into contact with new ideas. The teacher, by engaging in research work, is also prevented from getting into a groove, is kept in touch with the latest developments in his special branch of knowledge, and is enabled to retain a freshness of outlook which cannot fail to prove a source of inspiration to his pupils. No hard and fast rule can be laid down as to the extent to which research workers should undertake teaching or as to the time which the teacher should devote to research. Much must depend upon individual aptitude, but there can, in our view, be no doubt that the combination of research with teaching is of mutual benefit to both. In these circumstances, we entirely approve the system under which, at all the agricultural colleges, the heads of sections, while largely engaged in research work, also give instruction in their special subjects, and have associated with them lecturers who, while dealing with most of the routine of instruction, engage also to a limited extent in research work."*

28. Another disadvantage to which the College is subject is that several of the senior members of the staff are engaged in extraneous administrative duties. For example, the Principal, in addition to his duties as head of the College and to his teaching and research work, is in administrative charge of two districts of the Province.

The Royal Commission* criticised this practice :

" Comhatore is the only college which at present has a whole-time principal. If the colleges are adequately to fulfil the function we have assigned them, that of acting as a focus of all provincial educational activities in regard to agriculture, we are of opinion that a whole-time principal should be appointed to all of them. The administrative work involved in the charge of institutions of the magnitude of the existing colleges cannot, in our view, be satisfactorily combined with any other duties, more especially if the activities of the colleges expand in the directions we have suggested "

If the Agricultural College is to become a vital part of the University, as it should, it seems advisable that these and other recommendations of the Royal Commission should be carefully considered

29. We have not been able to consider the condition of *King Edward Medical College*, Lahore, and *MacLagan Engineering College*, Moghalpura. Had we attempted to do so, the period of our enquiry would have been much prolonged

(iv) *The Arts Colleges in Lahore.*

30. Excluding the two colleges for women, there are six Arts Colleges in Lahore

The oldest of these is *Government College*, which was opened as far back as in 1864. It has fine traditions and has given training to some of the most prominent leaders of thought and action in the Punjab. *Forman Christian College*, founded in 1866, is maintained by the American Presbyterian Mission, and also has a good record of achievement and service. These two institutions were founded before the establishment of the University itself, having been affiliated to the University of Calcutta in the first instance, until a separate University was founded in the Punjab.

Dayanand Anglo-Vedic College was established in 1888 as a memorial to the late Swami Dayanand, the founder of the Arya Samaj, and has brought facilities for university education to thousands of students during its history of nearly fifty years. *Islamia College*, established in 1892, is maintained by the Anjuman-i-Ilmayat-i-Islam, "with the object of providing young Muslims with higher western education accompanied by religious and moral instruction." *Dyal Singh College*, which was opened in 1910, owes its origin to the noble generosity of the late Sardar Dyal Singh Majithia, and has as its declared object "the spread and dissemination of a sound liberal education, in which every attempt should be made to inculcate pure morality and principles of theism, consistent with the tenets of the Brahmo Samaj religion." The orthodox section of the Hindu community has established *Sanatana Dharma College*, which was opened in 1916. Its chief aims are "to impart sound religious instruction based on the principles of Sanatana Dharma, along with secular religion, to encourage the study of Sanskrit, and to enforce the study of Hindi." These colleges are intended in the main to subserve the cultural and spiritual interests of a particular community, though their secular classes are technically open to students of all religions.

31. We have visited all these colleges (as well as the University Departments, whose work will be discussed in the next chapter), and have seen the teachers and students engaged in their ordinary daily work.

We wish at the outset to express our appreciation of much that is being done in face of many difficulties to provide good teaching and well-rounded training. Subject to certain limitations which we shall discuss later, the buildings afford good accommodation and escape the dinginess and squalor which are not unknown elsewhere in India; some of the colleges are located in pleasant surroundings, with beautiful lawns and gardens; good hostels have been constructed for the large majority of those not living with their parents or guardians, the University and College playing fields give admirable facilities for healthy recreation; the University and college libraries, taken together, possess a good supply of books and periodicals; the University Union, the several college societies and inter-collegiate competitions give some scope for intellectual and social development; the close proximity of colleges to one another and to the

University has gone far to form a University Quarter in a prominent part of Lahore.

We shall be critical in several respects, but we wish to bear testimony to the noble and self-sacrificing work of many who are serving the University and its colleges. University life is strenuous, but many thus engaged throw themselves whole-heartedly into their duties and give of their best to the students.

Our criticism will be expressed with the desire that these admirable resources may be employed to better purpose. Though in some ways the strong individuality of the colleges is a pleasing antidote to the dull uniformity of some universities, there is lacking a spirit of co-operation among the colleges themselves and between the colleges and the University. Colleges prize their autonomy and independence; they therefore tend single-handed to provide complete courses in all the subjects in which each is affiliated. This practice leads to extravagance as well as to inefficiency. In the second place, the University has very little means of promoting inter-collegiate co-operation, or of ensuring that its regulations are carried out both in letter and in spirit. We shall therefore discuss, in particular, the quantity and quality of the college staffs, their conditions of service and work, the methods of teaching, the accommodation and equipment of colleges, the provision and supervision of hostels, the conditions of student life, all of these being matters in which the University should possess ample authority, if it is to advance the best interests of education.

32. The qualifications of the teachers, vary very much from college to college. From the standpoint of academic degrees, Government College may be said to possess the most highly qualified staff, but the large majority of appointments in all colleges satisfy the requirement that a college teacher should possess a Master's degree. There is no guarantee, however, that the degree is always of a high standard or that, even in the higher appointments, it is accompanied by intellectual and other qualities and achievements in addition to those indicated by the mere possession of a degree. There are heads of institutions teaching even to post-graduate limits, who do not possess even a Master's degree, nor have they in every case either continuous or extensive intimacy with university traditions.

There is a danger in every university that even teachers who once possessed these qualifications may drift with the tide and become content with low standards of teaching. Mr. Madan Gopal Singh is pessimistic in this regard :

"There is a lack of traditions of university methods of work among the teachers. Most of them are distinguished men, but they are content to do their daily work with their classes numbering in hundreds, and feel that their work is over when their daily routine of 'lectures' is over."

33. Before examining the conditions of service in the colleges it is advisable to lay down certain standards with the object of gaining a right perspective. In this matter we have been assisted by the valuable report of the University Grants Committee for 1928-29 in the United Kingdom :

"It would be no service to our argument, if we sought to obscure or underestimate the inherent attractions of a University career. To have an absorbing intellectual interest and to be able to make one's living by cultivating it ; to belong to a distinguished academic society high in public esteem and bound together by a common interest of satisfying quality ; to enjoy a larger measure of freedom in the use and arrangement of one's working time than falls to the lot of most people : these, if we add security of income, an assured pension and good vacations, make up a more than respectable list of advantages. Even in such material considerations as a safe salary and a certainty of some provision for old age, the University teacher will often be favoured above the great majority of men and women engaged in commerce and industry—that El Dorado of the academic imagination—where, though immense and well-advertised prizes are won by the few, a vastly preponderating number of blanks are drawn, often by educated, gifted and hard-working individuals, whose struggles do not much excite the interest of the public and the press

"University teachers ordinarily ask no more than opportunities of pursuing their intellectual ideals under conditions which do not make it impossible of attainment. . . . Personal luxury is out of their reach, but if they are to be in a position to lead the kind of life which they believed the profession of their choice to promise, and which it is certainly to the interest of the Universities to secure for them, they require salaries which not only cover the bare physical necessities of existence,

but also provide a small margin for the satisfaction of certain intellectual needs. If a University teacher is to retain the width and freshness of mind which are essential to original investigation and teaching on the University plane, he needs something more than food, clothing and shelter, and the use of the University library and laboratories. A scholar . . . needs a modest library of his own, he needs to belong to learned societies and mix with fellow-workers in his own or kindred fields; and he usually needs, and always would be better for, some foreign travel. The stipends paid usually take little or no account of these needs, and in so far as they are achieved, it is mainly by recourse to shifts, clearly injurious both to the teachers and to the Universities they serve. It is idle to expect the teachers to be free to give their powers of mind full play, if they find it necessary to accept an undesirably low standard of living, or to supplement insufficient incomes by a disabling burden of extraneous work.”*

34. These standards were prescribed to meet conditions elsewhere, but they apply with equal force to the Punjab. They do not, however, prevail here in many important respects. There is undoubtedly in India traditional reverence and respect for teachers, but the conditions of service are often such as to place teachers in a humiliating position. Some of the college staffs are far too dependent on the goodwill of the managing bodies, and are placed under the temptation of sedulously trying to please the persons in power. A teacher's work is also apt to be judged too much by the accidents of examination results. A good teacher should be sure of his position and be able to preserve his self-respect.

Conditions in Lahore are also unfavourable to the formation of an academic society. The colleges are very largely self-contained institutions, and there is comparatively little social contact between the college staffs. Some witnesses have deplored the absence of a common meeting-place, where college teachers can mix freely together and build up a spirit of comradeship, which is a pleasing feature of university society in the West and also of some universities in India.

Even in the colleges themselves facilities for social intercourse are inadequate. The staff rooms are often cheerless

meeting-places and are infrequently used, except in the hurried moments between lectures. A pleasing innovation is the practice of the University staff to dine together once every month during term-time.

35. It cannot be admitted either that college teachers generally "enjoy a larger measure of freedom in the use and arrangement of their working-time than falls to the lot of most people." In the privately managed colleges, in particular, many teachers are expected to deliver an excessive number of lectures to crowded classes. They are thus denied the opportunity of leisure in which to do their own reading and also of stimulating contact with their students. An overworked teacher is not only a danger to his own intellectual progress, but also an inefficient teacher.

It is not unusual for teachers to deliver more than twenty-four lectures a week, sometimes even as many as thirty. According to the rules of Islamia College, every member of the staff must deliver at least twenty-five lectures a week. Indeed, some members of the staff according to the timetable, deliver more than thirty lectures a week, in addition to their extramural activities.

Another disadvantage from which many senior college teachers suffer is the abnormal number of University and other meetings which they are expected to attend. These meetings rarely take the form of helpful discussions on topics of academic interest, but are mainly connected with the routine work of administration.

36. It is equally doubtful whether many of the college teachers receive salaries such as will enable them to "pursue their intellectual ideals under conditions which do not make it impossible of attainment." From this point of view the conditions at Government College are the best, the salaries ranging from Rs. 150 to Rs. 2,000 a month, excluding additional personal allowances in certain cases. The members of the staff belong to graded services on an incremental basis, and thus have agreeable prospects of improvement in their salaries. The lowest limit is reached in the D. A.-V. College, where there are teachers with a Master's degree who receive salaries of less than Rs. 100 a month. Another serious aspect of this question, particularly in this and in other privately managed colleges, such as the Dyal Singh and Sanatana Dharma Colleges, is that many teachers are not placed in graded services with incremental pay. Thus

practice leads to unfortunate consequences, which have already been described.

The teachers of vernacular and classical languages are in a peculiarly disadvantageous position. Apart from any injustice to individuals whose qualifications, in some cases, are not confined merely to the possession of the highest Oriental titles and degrees, this treatment of vernacular and classical languages is bound to lower them in the estimation of the students, nor is it calculated to advance the interests of the languages themselves. If a teacher of these languages is to exercise an intellectual and moral influence over his students, he should not be regarded as necessarily inferior in social and material status to teachers of other subjects.

The system of 'life-members' obtaining in colleges such as the D. A.-V. College, and, in lesser measure, at the Sanatana Dharma College, provides for the employment of teachers on nominal salaries. The missionary zeal which actuates these members is beyond all praise, but it is doubtful whether either the University or the college authorities have taken adequate steps to assure themselves that these low salaries do not lead to the temptation of doing a great deal of extra work in order to provide for the ordinary amenities of life.

37. The University Grants Committee in the United Kingdom have pertinently referred to the danger of teachers being compelled to have "recourse to shifts." This danger is most insidious in the Punjab. Many local teachers are continually seeking remunerative extra work, such as writing text-books, examining and giving private tuition. These evils have a most deleterious effect on the colleges. The teachers have little time for these self-imposed duties, so that their thoughts are diverted and their consciences blunted by such expedients for increasing their meagre emoluments.

38. What is even more distressing is that many college teachers do not enjoy "security of income and an assured pension." Such written contracts as have been drawn up in the privately managed colleges appear to be of little value, as tenure of service is governed merely by certain rules laid down by the management, which provide for the giving of short notice by either of the parties concerned. Islama College has recently introduced an improved form of contract,

in that it provides for definite periods of service, but not until the age of retirement. It is also doubtful whether an aggrieved member of the staff can enforce the observance of his contract without resorting to a Court of Law, which is an expensive and precarious undertaking.

Provident funds are maintained in the colleges for the benefit of teachers in accordance with the requirements of the University. These are satisfactory up to a point, but in certain colleges the receipts are apparently not kept in a separate account, but are merged in the general funds of the college. In consequence there is insufficient guarantee that the contributions of the staff are not frittered away by injudicious investments.

Many witnesses have complained of the insecurity of tenure of their posts by college teachers. Some have drawn attention to the unfair practice in certain colleges of giving a teacher notice to leave at the end of a term, with the result that he is denied vacation pay to which he is entitled. It is also significant that at Islamia College, there have been five principals during the last twelve years.

Mr. Gulshan Rai of the Sanatana Dharma College has written :

" All appointments and removals of the staff are entirely under the control of the managing bodies of colleges. In private denominational colleges the managing committees are in many cases unwieldy bodies, consisting very often of men who can hardly be said to be educated. In making appointments and dismissals, these bodies are not always actuated by purely educational considerations. . . . Under the present system new appointments have rarely been questioned ; and, to my knowledge, the University has never enquired into the reasons of changes in the staff. There is consequently no proper security of service for teachers, especially in private colleges. Under the present system the colleges are required to lodge with the University a copy of their rules governing the conditions of service, but they provide many loopholes of escape for the managing committees."

Mr. Upendra Nath Ball, who has served on the staffs of the D. A.-V. and Dyal Singh Colleges, has made similar criticisms :

" The condition of affairs in the private colleges is not satisfactory. Not only are the teachers overworked and paid less, but they are not even secure in their tenure of office ;

and the managers often carry on the administration in a manner highly detrimental to the cause of education. Economy in management is their main consideration. Teachers have no position in the management of the college. It should be distinctly laid down that no college shall be recognised unless it has on its governing body a fair number of representatives of the teachers besides the Principal."

It should not be understood that the staff of Government College are free from disadvantages. The exigencies of service often interfere with the work of the College (and sometimes indirectly with the work of the University), and also with the reasonable interests of individuals. In particular, members of the staff are liable to transfer at very short notice. There can be little objection to an experienced member of the staff being appointed principal of a mufassal college with increased responsibility, but it is often inadvisable for young men of marked capacity, who are looking forward to lives of study, to be transferred to places where they will have very limited opportunities of advancing their intellectual work.

39. We deplore the insecurity of service which obtains in many colleges, and we regret that there are no definite rules regarding superannuation, except at Government College. The interests of educational efficiency render it advisable that such conditions should be imposed and regulated by the University. Physical efficiency tends to deteriorate with advancing years, while intellectual alertness and freshness of outlook become blunted. We have reminded ourselves of the great importance attached to this matter by the recent Royal Commission on the Universities of Oxford and Cambridge. This suggestion does not, of course, exclude provision for exemption from the operation of the age-limit in special cases. Instances have been brought to our notice of the baneful effects of the absence of this restriction, not merely in the internal life and organisation of the colleges, but also in the academic bodies of the University, in which due appreciation of modern methods of teaching, research and scholarship is essential.

40. Many witnesses, in addition to those quoted above, have deplored the scanty representation of teachers on the management of colleges. Apart from the fact that this provision would render experienced opinion available in the details of academic administration, it would react

favourably on the status and security of teachers. It would be a salutary check against measures of tyranny on the part of a management, who would hesitate to act harshly in the presence of representatives of the teaching staff. It would also give to the staffs a sense of increased responsibility and loyalty to the college, and would tend to harmonise relations between the staff and the management. While this question does not arise in the case of Government College, the existing arrangements in the privately-managed colleges do not seem satisfactory.

This principle applies with even greater force to the details of internal administration in a college. While the authority of a principal should be unquestioned, his colleagues should be associated with him, at least in an advisory capacity, in all important activities of a college. In the absence of a definite constitution for the purpose and of written minutes recording the proceedings, it has been difficult to judge the extent to which this desirable collaboration exists in the colleges. We have misgivings whether the present arrangements are satisfactory.

41. We now turn to the conditions of work in the colleges, and shall first give the enrolment of each college :

Government College	..	..	1,007
Forman Christian College	..	..	1,103
Islamia College	..	..	1,010
D. A.-V. College	.	..	1,238
Dyal Singh College	..	..	988
Sanatana Dharma College	..	..	653
Total	..		5,999

While this is a gratifying record of progress in collegiate education, especially in Lahore, it is doubtful whether this quantitative expansion has been kept within the limits of efficient management and effective teaching. In a well-ordered college, the principal should be in intimate personal contact with individual students, but these large numbers prohibit even the most energetic from attaining this ideal. We have discussed this matter with some of the principals concerned, who are agreed that a reduced enrolment would be in the direction of increased efficiency.

A large proportion of these students are still at the Intermediate stage. If these students were excluded from calculation, the numbers would be as follows :

Government College	..	..	685
Forman Christian College	..	..	648
D. A.-V. College	..	..	505
Islamia College	..	..	396
Dyal Singh College	..	..	475
Sanatana Dharma College	..	..	278
Total			2,927

Another cause of these large numbers is that, as has been shown in the statistical tables in Appendix A, very many of the students come from homes outside Lahore and require very careful supervision. A large proportion of these mufassal students would probably prefer to be freed from the cost and other disadvantages of Lahore life, if efficient degree colleges were founded in suitable mufassal centres. This aspect will be discussed in a later chapter.

42. We now give the proportion of teachers to students in each college :

College.	Number of teachers.	Number of students.	Number of students per teacher
D. A.-V. College	36	1,238	34
Forman Christian College	46	1,108	24
Government College	34	1,007	29
Islamia College . . .	*22	*1,010	46
Dyal Singh College . .	24	988	41
Sanatana Dharma College .	23	653	28

NOTE.—Demonstrators, Religious Instructors, Treasurers and Directors, Supervisors and Instructors of Physical Training are excluded from our calculations.

The Inter-University Board examined this question in 1930-31, and collected statistics for the universities of India, as well as opinions from the authorities concerned. In the unitary teaching universities, the conditions are apparently much better in this respect. We attach great importance to the necessity of intimate contact between teacher and student which is possible only in institutions in which there is an adequate supply of teachers in relation to the numbers of students, but in no case is the position satisfactory.

*Teachers and students of the Junior Anglo-Vernacular Class are excluded.

Many of our witnesses have alluded to this aspect of the question. For example, Rao Bahadur Chaudhri Chhotu Ram, M. L. C., has referred to the great strain which is imposed on the colleges :

“ Even the Government College is ‘over-studented’ and ‘under-staffed’ and the other colleges are much worse in this respect ; the colleges have degenerated very largely into cramming institutions.”

Again, Rai Bahadur Lala Durga Das has observed that—

“ the number of students in some colleges is much larger than can be properly managed. Quality is being sacrificed to quantity. Professors and teachers cannot come in personal contact with their pupils, which is so essential if college education is to serve any purpose towards the moulding of character.”

43. In consequence of this paucity in the staffs, almost the only means of instruction is in the form of lectures given to large numbers of students ; and many of these lectures are little more than dictation of notes, which the students take down very imperfectly and commit to memory just before the time of examination.

A large class is sometimes, but not always, broken up into sections, which include sixty or more students in each. We find that the tutorial system hardly exists in the colleges ; there is very little provision for periodical essay-writing and other essential written work, and no attention to the individual student is possible.

Government College has, for instance, the best resources for the teaching of English, and a laudable and largely successful attempt has been made to supervise and guide the work of the more gifted students. The staff of the English Department consists of four professors and three lecturers (one of whom does not give his entire attention to English), but this is inadequate for over a thousand students. (In Allahabad University there are as many as 15 on the English staff for 869 students.) The statistics show that in other colleges the position is no better, and in some cases far worse.

The inadequacy of the teaching staff is apparent in other subjects besides English. Complaints have been made that teaching in the Oriental Classical languages is by no means satisfactory in that it is confined largely

to memory work, which gives neither practical command over the languages nor a cultured interest in their literature. We mention these subjects by way of illustration, but we have reason to believe that these conditions also apply generally to other subjects, especially History.

In Science subjects the number of students is relatively smaller, and the requirements of 'practicals' insure a certain amount of work distinct from that of lecturing and memorising. But the number of science students is increasing, and there are grave doubts whether the qualifications of many science teachers are of a university standard.

44. These unsatisfactory methods of teaching react unfavourably on the efficiency of the work, and also have a deadening effect on the minds of the students. Messrs. B. A. Qureshi, M. D. Tasir and Abdul Wahid of Islamia College, have criticised severely the evils resulting from a system of mass instruction with insufficient contact between the teachers and taught :

"The student is required merely to listen and is rarely called upon to exert himself. It is possible to get a degree without ever having exchanged a word outside the class with a single teacher. Seminar work is completely neglected A student can become a graduate without having spent a single moment on games, without belonging to a single club or society, without having had any real interest in which two people could associate. Our examinations have a deadening effect upon the minds of the students and have no relation to the teaching. Consequently, there is a general atmosphere of fear—fear of the overhanging axe of examination and of future uselessness. There is no academic life, no true happiness in work, no feeling of leisure and liberty "

These witnesses have possibly been tempted by feelings of disappointment to exaggerate the shortcomings of the present position, but there is much that is true in this dismal picture. The number of students in every college is so overwhelming that personal contact and guidance are impossible, except in the case of a few students.

Even if staffs were largely increased in numbers, there would be little improvement in present conditions. Very few of the teachers have their private rooms in which to keep their books and gain contact with students. This is an unfortunate contrast with the ample provision in the newer

universities of India for private rooms for the professors. The students themselves have few facilities in the way of common rooms and reading rooms. The Library is generally also the Reading Room and the only Common Room for students. The more studious of them may make use of these rooms, but the constant movement of students to and fro is not conducive to private study. In consequence, college authorities have been compelled to impose on students the necessity of attending what would otherwise be an excessive number of lectures. Increased accommodation for private study and informal discussions is therefore essential before improved methods of teaching can even be considered. In the absence of such accommodation, students will have to be kept in masses at lectures in the classroom or driven to idleness and disorder.

45. We have received returns about the college libraries, which show the number of books and the money spent during the last three years in the purchase of books :

	Number of books.	AMOUNT SPENT ON THE PURCHASE OF BOOKS.		
		1929-30.	1930-31	1931-32.
		Rs. A. P.	Rs. A. P.	Rs. A. P.
Forman Christian College	23,000	4,037 13 3	4,844 14 6	3,982 8 3
Government College	21,000	4,000 0 0	4,000 0 0	2,300 0 0
D. A. V. College—				
(General)	14,000	4,000 0 0	1,446 9 6	2,158 9 0
(Oriental)	13,000	1,500 0 0	1,500 0 0	800 0 0
Islamia College	11,000	3,993 0 0	3,816 0 0	1,638 0 0
Dyal Singh College	11,000	3,029 0 0	3,250 0 0	3,250 0 0
Sanatana Dharma College	9,000	2,882 13 3	2 079 11 6	1,753 0 0

The University did not make any grants to the colleges for libraries during 1931-1932.

The state of affairs disclosed by these returns is by no means unsatisfactory. The Oriental Library of the D. A. V. College is particularly rich in manuscripts and books which interest that college. It is doubtful, however, whether

the general library contains exactly the kind of books that are required by the students, not only for their work but also for their subsidiary studies for the enlargement of their field of knowledge. Our limited observation inclines us to believe that in all colleges only a few students use the libraries sufficiently for the purpose of general reading. In some of the libraries, useful suggestions are made by the librarians regarding new books and magazine articles for the use of students. Many of the librarians have received library training; but it is doubtful whether their emoluments are always sufficient to attract and keep good men. Greater facilities should be provided and used for the consultation of books of reference. We notice that it has not been found possible to introduce the open-shelf system even for books of reference. The catalogues are not in all cases satisfactory or up-to-date.

The *University Library* has a fine collection numbering 75,494 books and 8,806 manuscripts, and is one of the best in the universities of India; but the space is cramped and increased accommodation is urgently needed. We have been very favourably impressed by the work and experience of the Librarian. We are also glad to note that the expenditure on the Library for the years 1915—32 has ranged between Rs. 10,000 and Rs. 60,000 each year, an annual average of 4·87 per cent. of the total expenditure incurred by the University.

46. No provision has been made for the co-ordination of purchases in the various libraries of Lahore, including the Public Library. A certain number of common reference books, books on general literature and books specially in demand by students in connexion with their courses have to be made available in sufficient quantity in all college libraries, but useful co-operation should be possible at least in the case of the rarer and more advanced books and journals. Colleges might also mark out particular periods of history and literature or schools of philosophy as their particular field of specialisation in library equipment. For example, it has been suggested in a recent Government report on retrenchment that Government College might devote its attention more to general science and literature than to specialised volumes for research purposes, which could be purchased by the University library.

It is also matter for regret that the admirable organisation of the University Library and the ability and experience of its librarian have not been utilised more for the purpose of stimulating improvement in college libraries and of keeping them at a higher standard of efficient organisation. The personnel of Inspection Committees is not always capable of giving advice in such technical matters, while the services of the University librarian would always be available.

(v) *Student Life in Lahore.*

47. The more talented students are benefited by the fuller training which Lahore alone can give, provided that the teaching is appropriate to their attainments and that the discipline and supervision are effective.

We have been favourably impressed by the courtesy of many of the students whom we have met. We observe, too, that in recent years a number of Punjab students have acquitted themselves well in competitive examinations. The fact that of the fifteen successful candidates in the first admission examination of the Royal Indian Military Academy, Dehra Dun, nine came from the Punjab, and six of these came from Government College, Lahore, is notable.

The senior students have made active efforts to establish a University Union and have persisted, despite inadequate financial support by the authorities, who have been forced in these days of financial stringency to economise wherever possible. We concur with the suggestion recently made by His Excellency, Sir Geoffrey deMontmorency, on the occasion of the conferment upon him of the honorary degree of LL.D. by the University, that the Jubilee would be most fittingly commemorated by the erection of a suitable building to house the Union. This society presents a great opportunity for the intermingling of students of different colleges and communities, and, wisely developed, should assist considerably to foster those qualities which are most characteristic of the well trained university man.

There is an abundance of academic societies, some common to the whole University, others confined to separate colleges. Such University societies are another valuable element in the training of students, which is in danger of being restricted to the class and examination room. The University has recognised this by subsidising the more important of these societies according to its financial resources.

We observe that Punjab students have shown up quite well in competition with those of other provinces in the field of public debating and speaking, and we hope that their aptitude in this regard will be further encouraged.

In another sphere, that is, of games and athletics, the Punjab—as those who know its people would reasonably expect—has more than merely held its own in comparison with other provinces. In this field the University and its colleges have made a very worthy contribution, as is shown by the presence of two students in the Indian Cricket Team, which recently toured England, and of four, including the captain, in the Indian Olympic Hockey Team. Besides these, other Punjab students have played a prominent part in athletics, establishing several new records and contributing several members to the team which holds the inter-provincial championship. Their achievements in recent tennis tournaments have also been notable.

48. It is easy to exaggerate the nature and extent of students' aberrations, which occur in every university; and we should also remember that a new spirit is abroad in other countries as well as in India.

This point of view is illustrated in an appreciation of student life in Lhore, which was written by Mr. A. S. Hemmy just before he retired from the post of Principal, Government College, Lahore, in 1928 :

“The student..... was (formerly) rarer and therefore more likely to be a picked man, he was more serious minded, perhaps inwardly more ambitious, but outwardly less enterprising. He was less self-indulgent, less liberal. The spirit of youth did not pervade the air then as now—youth with its irresponsibility and its effervescence, with its fickleness and waywardness, but youth with its warm-hearted responsiveness to disinterested appeals, its hopefulness, and its ideals; it is a gayer and a freer atmosphere. If the high resolutions formed within the college walls mature to a constant devotion to the duties there conceived, we need have no fear for the future.”

Mr. E. C. Dickinson, of the same college, has written in a similar strain, though he has foreseen the dangers which are inherent in a time of transition :

“The casual visitor to the Punjab is immediately struck by the note of modernity present in the young Punjabi.

He is first surprised by a smartness of dress and behaviour, by a confidence and a mental alertness, which are singularly lacking in the young men of some other parts of India. To me it seems the obvious expression of looking forward instead of backward.... European dress does not necessarily mean Europe to the students, yet it expresses more correctly the Time Spirit than do the *shalwar* and the *dhoti*. The young Punjabi has many harsh critics; many believe him to be entirely pleasure-seeking with a tendency to live beyond his means. . . That the 'swank' exists is of course obvious, but it is mainly because he knows no better, and he too at any rate is 'looking forward.' But having accepted that these young men are smart and progressive, few seem aware that this progressive spirit, unless properly handled and treated, constitutes a self-imposed danger of considerable magnitude....

The young men coming from rural areas, especially as far off as Quetta, feel as if they have come to Europe rather than Lahore. Many of them are completely carried away by Lahore life, since they discover no guidance from their class rooms and hostels for the avoidance of the many lures which Lahore places in their path. Formative influences are almost nil, and it is a widely accepted fact that parents understand their children less than the teacher under whose charge they place them."

49. After making all possible allowances, we are forced to the opinion that the present situation in Lahore abounds in dangers, which the University and Government must confront. These dangers are accentuated by acute congestion resulting from the migration of large numbers of students from mufassal to Lahore. The figures shown in Appendix A indicate that 1,989 Intermediate students out of a total of 3,252 come from the mufassal, and that 2,867 post-Intermediate students out of 3,023 are also from the mufassal.

We have received much evidence that earnest studiousness is declining, that students are becoming alarmingly frivolous and extravagant, that habits of intemperance and gambling are increasingly prevalent, and that sexual immorality is not rare among them.

Mian Ahmad Yar Khan Daultana has informed us that many parents have thought it fit to remove their sons from Lahore on account of these evils.

Dr. Khalifa Shuja-ud-Din has stated that :

“ Instead of acquiring habits of concentration and devotion to duty by his residence in a college, a student becomes extravagant, careless and (may be) immoral, or at least unmoral, with the result that he has lost touch with the realities of life and is incapable of looking after himself. The University does not seem to realise its obligations in the matter, and is little more than a large manufactory for turning out graduates by the thousand every year.”

The Anjuman deputation have also alluded to the growth of extravagance among students, and have represented that “ any action taken by the University with the object of remedying this evil will have the whole-hearted support of the public.”

It is easy to criticise the University and college authorities for their comparative failure to check these serious and growing evils. The task of maintaining discipline among thousands of students resident in a large city such as Lahore is great. The best solution of the problem is to reduce the numbers in Lahore by providing suitable facilities in places where temptations will be less insistent and dangerous, and where students can be placed under better control.

In fairness to the general body of students, however, we must emphasise our opinion, which is founded upon the evidence of persons intimately familiar with them, that there are a large number who pursue their studies diligently and take full advantage of the special opportunities which Lahore affords. We are convinced that, if the unwieldy numbers of students in Lahore are reduced by the diversion of a large proportion of the less mature to good higher secondary schools in the districts of their origin, and if more adequate provision is made for the intimate contact of teachers with the remainder, and particularly for a more responsible supervision of their general conditions of life and leisure, most of the justifiable causes of complaint now made will be reduced.

(v) *The Mufassal Colleges.*

50. We shall deal in a later chapter with University education in the mufassal, and shall here confine ourselves to a few general remarks regarding the condition of mufassal colleges.

Excluding the Intermediate colleges (which have already been discussed) and the Degree colleges outside the Punjab (which are beyond our scope), there are seven colleges in the mufassal.

There is, first, *Khalsa College, Amritsar*, which was opened in 1896, and has fine buildings and extensive playing fields. An interesting feature of the College is that it is affiliated to the B. Sc. standard in Agriculture, for the teaching of which a farm is provided. There are, next, *Gordon College, Rawalpindi*, and *Murray College, Sialkot*. The former is maintained by the American United Presbyterian Mission, and the latter by the Church of Scotland Mission. Both colleges possess good buildings, adequate residential accommodation and fairly extensive playing fields. In the current year Government has raised the status of its Intermediate colleges at *Ludhiana* and *Shahpur* to degree status, with a view to providing wider facilities for higher education in the mufassal. There are, finally, *D. A.-V. College, Jullundur*, and *Ramsukh Das College, Ferozepore*.

51. The present strength of these seven colleges is shown in the following table :

Serial No.	Name of College.	Inter-mediate.	Post Inter-mediate.	Total.
1	Khalsa College, Amritsar .	485	408	893
2	Gordon College, Rawalpindi .	323	199	522
3	Murray College, Sialkot .	334	154	488
4	D. A.-V. College, Jullundur ..	447	260	697
5	Ludhiana Government College, Ludhiana	261	81	342
6	Ramsukh Das College, Ferozepore..	199	81	280
7	de Montmorency College, Shahpur..	122	26	148
	Total .	2,171	1,199	3,370

These figures are interesting ; while there are 3,370 students in these colleges as against 5,999 in Lahore colleges, the percentage of Intermediate students to the total is

about 64 as against 51 in Lahore. Thus many students migrate to Lahore from the mufassal after passing the Intermediate.

52. The quality and quantity of the teaching staffs fluctuate among the colleges. The following table gives the percentage of teachers to students :

Name of College.	Number of students.	Number of teachers.	Number of students per teacher.
Khalsa College, Amritsar . .	893	40	22
Gordon College, Rawalpindi . .	522	23	23
Murray College, Sialkot . .	488	19	26
D. A.-V. College, Jullundur .	697	19	36
Ludhiana Government College, Ludhiana . .	342	22	15
Ramsukh Das College, Ferozepore . .	280	9	31
de Montmorency College, Shahpur . .	148	18	8

With the exception of D. A.-V. College, Jullundur, and Ramsukh Das College, Ferozepore, where the conditions of service of teachers are unsatisfactory, these percentages compare favourably with those in Lahore colleges. The two mission colleges have good teaching staffs, but have recently been straitened by reduced support from the mission authorities. In these colleges there is evidence of careful tutorial work.

53. With the exception of de Montmorency College, Shahpur, the libraries, as shown by statistics given below, are not inadequate :

Name of College.	No. of books.
Khalsa College, Amritsar . .	14,594
Gordon College, Rawalpindi . .	7,028
Murray College, Sialkot . .	5,990
D. A.-V. College, Jullundur . .	3,545
Government College, Ludhiana . .	4,244
Ramsukh Das College, Ferozepore . .	5,107
de Montmorency College, Shahpur . .	1,806

The supervision of libraries is sometimes unsatisfactory. For example, there is not a full-time librarian in de Montmorency College, Shahpur; and at D. A.-V. College, Jullundur, the librarian has only Matriculation qualifications and receives the inadequate salary of Rs. 26 a month.

The following amounts were spent on the libraries during the last three years :

Name of College.	1929-30.			1930-31.			1931-32.		
	Rs.	A.	P.	Rs.	A.	P.	Rs.	A.	P.
Khalsa College, Amritsar ..	3,897	0	0	4,705	0	0	4,871	0	0
Gordon College, Rawalpindi ..	1,008	0	0	1,704	0	0	1,834	0	0
Murray College, Sialkot ..	1,301	7	0	2,405	1	3	1,894	3	0
D. A.-V. College, Jullundur ..	2,061	11	9	2,045	1	6	1,300	7	9
Government College, Ludhiana .	600	0	0	800	0	0	800	0	0
Ramsukh Das College, Ferozepore ..	973	11	3	746	13	6	855	8	0
de Montmorency College, Shahpur ..	400	0	0	400	0	0	110	8	6

The support given by Government to its two colleges has been insufficient. The maintenance of good libraries in mufassal colleges is especially necessary, as there are rarely any public or other libraries of any standard or magnitude in the vicinity.

54. The isolation of many of these colleges is a grave disadvantage. With the exception of Khalsa College, Amritsar, they are too remote from Lahore to benefit by the activities of the University, especially in its Honours and post-graduate teaching. It is all the more disappointing that professors of the University rarely visit these colleges in order to review their teaching and to give them guidance in their development. Such visits as have been made have been widely appreciated.

These colleges are also insufficiently represented on the several University bodies, and so have very little contact with the University. We have discussed this matter with many of those concerned. They are unanimous that a new authority should be constituted, which should represent their interests in the University.

(vi) Powers of University Control over the Colleges.

55. In view of the condition of the colleges which we have described, we are not a little surprised that only a few of our witnesses have discussed the inadequate means of control now vested in the University; and still fewer the advisability of increasing the present measure of control.

The Haldane Commission made valuable observations in regard to these matters. They pointed out that the University of London had representation on the governing bodies of only a few of the colleges; that it had no "voice in the appointment even of heads of departments," who even if they had not been recognised by the University "could still submit students for university examinations, provided the outlines of the course of instruction had been approved"; that it had "no power to prevent colleges from wasting money by the duplication of departments which are already sufficient to meet existing needs, or to insist on the abandonment of work that could be better done elsewhere"; that each institution "naturally thinks of its own traditions and work, and is anxious to bulk as largely as possible in the University"; that each is afraid that "any proposals for organisation based upon a consideration of the needs of London as a whole and having as their purpose the concentration of effort at the points where it will produce the greater effect may result in their activities being restricted and their importance proportionately reduced."

56. Having thus alluded to the important matters over which the University of London possessed no powers of control, the Haldane Commission then proceeded to examine the effectiveness of those means of control which were actually vested in the University.

They found that—

"the power of visitation (inspection), even if fully exercised, is not a substitute for a voice in the formulation of policy as occasion arises. Visitation can take place only at considerable intervals of time, and after it has been made the Senate has no power to impose its recommendations upon the Governing Body of a School."

The Commission were aware that—

"the Senate has power to remove any institution from being a School of the University, subject to an appeal to the

Visitor ; but it is obvious that this is not a real power in the case of a great corporation, and that if friction were to arise with an important educational institution such as St. Bartholomew's Hospital or the Imperial College of Science and Technology, it would not be possible for the Senate to remove it from being a school."

The Commission then observed that—

"the Governing Bodies of some Schools, though they appreciate the privilege of their connexion with the University, do not appear always to realise that the privilege entails corresponding duties. They are unwilling to grant the University a voice in the appointment of teachers, or to raise the scale of teachers' salaries, or to reduce the amount of work expected of their teachers when the University considers it excessive."

In discussing the authority of the University to prescribe curricula, the Commission felt that—

"though possibly beneficial hitherto in maintaining an average standard, especially for the weaker institutions, this power has been far from beneficial in its effect upon advanced work in the stronger schools. A far more important factor in maintaining a high standard of teaching is the character of the teachers themselves ; but, with a few unimportant exceptions, the University has no control over their appointment."

The Commission next observed that—

"the University can grant or withhold recognition of a teacher, and this has undoubtedly been a beneficial power, but there has been great difficulty in exercising it. The recent action of the Senate reviewing all the teachers of the University in order to determine which of them were entitled to the rank of Professor or Reader has revealed the fact that a very large number of teachers 'recognised' by the University could not be recommended for these titles. In practice, the refusal of recognition has often caused much friction, and, to diminish this, a system of probationary recognition has been introduced. . . in order to avoid disqualifying the students in them from taking the Internal examinations. We are informed, however, that the University has sometimes awarded full recognition to teachers whom it would never itself have appointed, or even have recognised, had they been on the staff of a School of the University. Yet it is a more serious matter to recognise a weak teacher in one of these institutions than in a School of the University, where his responsibility would be less."

The Commission also pointed out that—

“the University also has power, by negotiation and with the good will of the Schools, to do something towards the organisation of advanced instruction by a system of inter-collegiate lectures, but this has not been possible to any great extent outside the incorporated colleges. We have been told that in a few cases the teachers themselves have been unwilling to co-operate in inter-collegiate courses of lectures, partly from the fear of losing the students' fees, and partly from the fear that the prestige of their students' successes might be shared with teachers in other institutions.”*

57. These opinions have a very familiar ring to those acquainted with the Punjab University.

We have perused a number of inspection reports and are confirmed in the view that a somewhat formal inspection of individual colleges at infrequent intervals is of little value. The more glaring instances of disregard of university regulations may have been brought to light, but the University has not attempted to survey the whole field of university education, and thus utilise the right of inspection for wide and constructive purposes. Indeed, inspection has been carried out in a somewhat perfunctory manner and without relation to any settled purpose; the reports are often colourless; and even the defects pointed out in them have often remained uncorrected. There is not much uniformity in the standards of inspection and no adequate provision for ensuring that the recommendations made by a Board of Inspectors are fully and promptly carried out; nor is any outside expert invited to collaborate with the inspectors, as in the case of some other universities in India. Even the existing arrangements have now been suspended for reasons of financial retrenchment.

Many of our witnesses share these views. For example, Rai Bahadur Lala Durga Das has written that “there is at present no control by the University over the teaching in the colleges. The Inspection Committees which periodically visit affiliated colleges have not been able to achieve much in this direction.”

58. We are also in general agreement with what the Haldane Commission have said in regard to curricula. While the common syllabus of instruction prescribed by the

Punjab University has failed very largely to maintain satisfactory standards, the better teaching has been hampered. The Principal of Government College has stated that a large number of his students are capable of completing the prescribed syllabus within a shorter time. If, in that case, the spare time is used for wider study, it is all for the good. But if as must often be the case, students are satisfied by having completed their prescribed tasks, they are being encouraged in idleness.

59 The remarks of the Haldane Commission in regard to the effectiveness of the rules of affiliation are also applicable to the Punjab. A college may have complied with the regulations at the time of affiliation, but there is no guarantee that it will continue to do so. For example, a well-qualified teacher may have retired and been replaced by a teacher with inferior qualifications, but the University has no weapon of correction, except the withdrawal of affiliation, which would be too drastic a measure. We have gained the impression that, with the large influx of students, some colleges have been steadily going down-hill, but the University has been almost powerless to restore them to efficiency.

It is doubtful, however, whether the University has guarded its powers in this respect with sufficient care. Affiliation has sometimes been accorded on the assumption that certain deficiencies will be removed within a specified period of time. The delay and sometimes even failure in enforcing these conditions gives us the impression that the University is not reluctant to condone deficiencies.

60. The unsatisfactory position in London in regard to inter-collegiate lectures also appears to have its counterpart in Lahore, but with this difference. Whereas in London there is difficulty in regard to the acquisition of sites for educational institutions, in Lahore the matter is simplified by the existence of a University Quarter, in which practically all the Lahore colleges as well as the University are located. Those of our number who have come from outside the Punjab have been impressed by the great advantages created by the close proximity of the colleges to one another and to the University. It is the more disappointing that so little has been done in the direction of inter-collegiate co-operation. A few spasmodic attempts have been made in the past, but these have usually been short-lived. The peculiar and distressing rivalries which were referred to by the

Haldane Commission obtain, to at least equal extent, in Lahore as in London.

61. We have discussed these matters from the point of view of improvement in the efficiency of colleges and of salutary co-operation between them under the guidance of the University. We shall return to these matters in a later chapter, when we deal with the Administration of the University.

(viii) Communal institutions.

62. It has been represented that communal schools and colleges besides being largely responsible for the evils of competition, tend to accentuate the communal bitterness which is so distressing a feature in the life of the Province.

A few years ago, the Hartog Committee referred to the necessity of building up a national system of education :

"We shall see that under the influences to which we have referred, segregate schools have sprung up in India in large numbers. It will be admitted that any educational system which trains large numbers of pupils of the several communities in segregate schools and colleges, often from the lowest to the highest stage of education, may accentuate racial and communal differences and prove an obstacle to the attainment of unity ; and many will feel that the aim should be rather to break down barriers which now exist between classes and communities by bringing together as many pupils as possible into common or 'mixed' schools and colleges, in which they can live and work side by side. These 'mixed' schools might be either publicly managed institutions, or privately managed institutions in which the management and staff are representative of the different interests connected with them. We do not suggest that it is possible or desirable that the whole educational system of India should be framed on these lines. We only wish to emphasise the view that the future educational policy should be directed towards unity and not towards separation."*

63. We have discussed this danger with many of our witnesses. It is generally recognised that though these communal institutions have done good service in the past by providing facilities for education when such facilities were scarce, it is inadvisable that the future generation should be

trained from the time of early boyhood until the time of early manhood in a narrow and restricted environment and without healthy contact with boys of other communities.

For example, Khan Bahadur Mian Ahmad Yar Daultana, M. L. C., went so far as to urge that :

“The lack of moral education divides the students into watertight compartments of Sikhs, Muslims, Christians and Hindus. Each of them goes away from the University under the impression that there is a severe rivalry between the various religions and thus the foundation of great communal strife is laid.”

Captain Muntaz Muhammad has written in similar terms :

“The division is now on communal lines, and appeal is made by the contestants to the racial prejudices and factional sympathies of the public at large, which is leading to a greater embitterment of feelings between Hindus and Muslims day by day. As these two communities live in close vicinity and intimate contact with each other there is every danger of a catastrophic conflagration.”

Again, Mr. Ruchi Ram Sahni, contended that :

“It is only by a sympathetic study of these subtle but powerful forces and influences...that a more intimate mixing of the various communities in the Province can be brought about. To allow the three cultural streams to run in separate channels is to invite national disaster.”

64. It is unfortunate that so many of the colleges are ‘denominational’ in the narrowest sense of the word. In Lahore, Government and Forman Christian Colleges contain students of all communities, and their atmosphere can be said to be fairly cosmopolitan. D.A.-V., Islamia and Sanatana Dharma Colleges, however, are confined almost entirely to students of one community in each case, though technically they are open to students of every community. An extreme example is that of Islamia College, which includes a single non-Muslim in a total enrolment of over a thousand students. The small number of non-Hindu students at the D. A.-V. College is also negligible, and its atmosphere is distinctly of a culture and civilisation associated with only one community. We have wondered if the

bitter communalism now so widely prevalent in the Punjab, evidence of which obtruded itself upon our attention almost every day of our enquiry, is not the result, at least in some measure, of the existence of these communal colleges. It is probable that the material resources which have enabled their foundation could have been obtained at the time only by an appeal to the communal sense of the people concerned. We recognise that they profess to specialise in their particular cultures, but there is not much evidence that they have yet made an appreciable contribution in this respect. It cannot be healthy for the young men of these communities to be educated in segregation without opportunities of contact with the youths of other religions or of appreciating the achievements of other cultures. The discipline of university life postulates the impact of minds and the fostering of a liberal culture, which should be the compound of several different outlooks and traditions. It is unfortunate that none of these students have opportunities of enjoying a university atmosphere in its fullest sense. This is most regrettable from the standpoint of education, not to speak of the dangers to the growth of a healthy national life in the country. We have asked our witnesses repeatedly for remedies so that, at least a generation hence, the young men of the Punjab may be educated in a spirit of comradeship rather than in communal isolation. We confess to have received very little help in solving this question, though there has been almost general acquiescence in this complaint.

CHAPTER VI.

The Teaching of the University.

(i) *The beginnings of University Teaching.*

For a long time post-graduate teaching in all subjects, except Oriental Languages, was attempted only by the Government and Forman Christian Colleges. From time to time these two colleges shared this teaching in certain subjects, especially in English, but this was merely a private arrangement between the colleges. From the point of view of affiliation, however, each college was entitled single-handed to provide for the whole course, and was held responsible for doing so by the Regulations.

Later on there grew up a custom of granting affiliation for post-graduate courses on the understanding that two or more colleges would share in the teaching. For example, Islamia and Dyal Singh Colleges were affiliated in the M.A. courses in Philosophy on the basis of a scheme of co-operation, though this was not made a condition for the continuance of affiliation. Again, when teaching for the M.A. in Persian was initiated, the Syndicate nominated a Board of Control to arrange the details of co-operation between the colleges concerned, but the functions and composition of the Board were not defined in the Regulations.

2. In 1913, this loose form of inter-collegiate teaching was strengthened by the appointment of a series of cold-weather lecturers from Europe, whose lectures were open to qualified students. This practice was an adaptation to the circumstances of the Punjab of a general movement in favour of an exchange of professors between universities, which had been discussed at the Congress of Universities of the Empire in 1912.

The first of these lecturers were Dr. Arthur Smithells in Chemistry and Mr. Ramsay Muir in History. They were required not only to teach the inter-collegiate classes and to deliver public lectures, but also to get into touch with college teachers and to advise the University on the prescription of courses and the better organisation of teaching. It was hoped by these means to give a stimulus to a number of

subjects in turn. The other subjects dealt with subsequently were Physics, Economics, Mathematics, Arabic and English.

3. Although these special lecturers provided a stimulus, the improvements tended to be evanescent, while the agency employed for the actual instruction was considered expensive. Moreover, more than one of these lecturers had recommended the foundation of a University Chair in his own particular subject.

In 1920, the University decided to make a beginning and two Chairs were instituted. The subjects first proposed by the Syndicate were English and Mathematics as the basic subjects of Arts and Science respectively. However, after a long debate, the Senate substituted Economics for English.

Professor C. V. H. Rao was then appointed to the Chair of Mathematics and Professor W. H. Myles to that of Economics, but no arrangements were made to facilitate the organisation of their work. They held exactly the same position as the special and temporary lecturers whom in a sense they succeeded. They were not at first members of any of the University bodies; they had no students except those whom the colleges chose to send to their lectures. Moreover, being younger men, they could not enjoy the prestige of the special lecturers, who had been scholars of established reputation in English universities. Their advice was not so readily sought or found acceptable; any attempt to control or to influence the work of college teachers was apt to be resented.

4. In the meantime the University had been preoccupied with a scheme of rearranging the degree courses in such a way as to allow the abler students to devote more attention to a single subject as a consequence of giving less time to the study of English text-books. There was much discussion whether the proposed Honours courses should be divided into a three years' B.A. course followed by a one year M.A. course, or a two years' B.A. course followed by a two years' M.A. course. The advocates of the latter alternative prevailed for a time in Arts, but the former alternative was accepted in Science. As the M.A. courses in Arts remained as they were, the term "Honours Schools" tended to be applied only to the first two years in the scheme. Work was started on these lines in Oriental Languages and Mathematics.

On its formation in 1923, the Academic Council reconsidered the organisation of the Honours Schools, and decided that an Honours degree should not be awarded on less than three years' work after the Intermediate. This was the death-blow to the continuance of the two years' B.A. Honours courses.

5. The Academic Council then proceeded to formulate a scheme for a three years' Honours School of a less specialised nature, which is generally known as the Combined Honours School. Candidates were required to take English together with two subjects to be selected from a group consisting of History, Philosophy and Economics. At the end of the second year a qualifying test in one of the three subjects was imposed, on the completion of which each candidate declared one of the two remaining subjects to be his major subject and the other his subsidiary subject. Only one class was enrolled, but many were favourably impressed by the experiment. The main reason for the discontinuance of this school was the administrative difficulties which prevented Government College staff from participating in the teaching. This was due very largely to the failure of the University to work out in any detail the amount of teaching which the staff of the College would be expected to contribute. Though the school has been suspended, the Regulations dealing with it have not been repealed.

6. In more recent years, as the result of a fresh impulse given to the study of History by Dr. Newton, a Chair in that subject has been founded. A three years' Honours course has been introduced during the current year.

7. Schemes for the appointment of a Professor of English have been under consideration for a number of years. It has recently been proposed to celebrate the Jubilee of the University by founding this Chair, but financial difficulties have intervened. The difficulties have been intensified by a cleavage of opinion whether there should be a Professor of English Literature or one of the English Language including the technique of language teaching.

8. The history of the Science Departments differs in several respects from that of the Arts Departments.

Until 1907, the Medical College, Lahore, provided its own preliminary training in Chemistry, Physics and Biology. Apart from this preliminary training, very little Biology used to be taught in Lahore.

When the late Lieutenant-Colonel J. Stephenson, I.M.S., was appointed Professor of Biology at Government College, Lahore, the preliminary science teaching required for admission to the Medical College was transferred to Government College, where new Biology laboratories were constructed. As Biology then began to become popular, other colleges opened Biology classes at the Intermediate stage, and some colleges were contemplating the provision of degree classes. This arrangement would have been expensive, and there was a danger that, with indifferent equipment and with teachers of inferior qualifications, the standard of efficiency would be lowered.

Colonel Stephenson, who had meantime been appointed Principal of Government College, made plans for the reconstruction of teaching in Botany and Zoology. An arrangement was made between the University and Government whereby students from other colleges could be admitted to the classes held in the Government College laboratories. Fees were paid on their behalf to the University, which made a subvention to Government College in return for the additional expense involved. Colonel Stephenson was appointed University Professor of Zoology and was accorded disciplinary authority as Head of the Department. Mr. S. R. Kashyap, also of Government College, was appointed University Professor of Botany.

Subsequently, a scheme was worked out for the institution of Honours schools in these two subjects. After completing a qualifying test in English and in a subsidiary and allied subject, students were enabled to concentrate their energies on their main subject with a view to reaching the old M.Sc. standard at the end of three years after the Intermediate. They were thus able to spend at least a year on research in order to qualify for the M.Sc. degree by means of a thesis.

These new activities required additional staff. As the enrolment was not confined to students belonging to Government College, the University agreed to provide a well-qualified teacher for each of the two departments. Subsequently the University has also contributed a number of demonstrators and assistants as well as periodical grants towards the purchase of equipment.

9 The stimulus given in 1918 by Dr. Arthur Smithells resulted in proposals for the creation of an Honours

School in Chemistry. Government were also favourable to the proposal, as they were considering the expansion of chemical activities, including the establishment of an Indian Chemical Service, which, however, has not materialised. As the chemical laboratories at Government College were inadequate, Government not only provided a site, but also made a substantial grant of Rs. 2,60,000 towards the construction and equipment of a University Chemical Laboratory, as well as an annual grant of Rs. 65,000.

A distribution of higher teaching in Chemistry was effected by allotting Physical and Organic Chemistry to the University, Inorganic Chemistry to Government College and Technical Chemistry to Forman Christian College.

The subject of Technical or Industrial Chemistry had originally been introduced as part of the two years' pass B.Sc. course as a result of the initiative of Professor Carter Speers of Forman Christian College. It was soon discovered that the amount of time devoted to this subject was insufficient for the attainment of any practical purpose. The course was therefore extended to three years, and the time spent on English was reduced. Students who were successful in this new Honours course became entitled to proceed to the M.Sc. after one year's research work.

In order to enable Forman Christian College to undertake this advanced work a contract was drawn up with the University. An annual subvention of Rs. 27,000 was given to the College on the strength of a Government grant of Rs. 20,000 and the students' fees, which were credited to the University. The College provides the buildings, equipment and the staff for the work done in its laboratories. The contribution of the College must be at least equal to that made by the University. Special grants have been made occasionally towards the purchase of equipment.

10. Another recent development has been the building of the University Observatory in order to provide practical instruction in Astronomy. A college teacher was appointed Curator with an annual honorarium; and his successor, another college teacher, has been appointed part-time University Reader with a monthly allowance.

11. Arrangements for the institution of an Honours school in Physics have been introduced in the Regulations, but so far no scheme for providing either the teaching or the equipment has come to fruition.

(ii) *The organisation and working of the University Departments.*

12. *The Department of Mathematics* has had a chequered career. In 1919 a two years' Honours course was started, but very few students were attracted to the school. As soon as the course was extended from two to three years, applications for admission practically ceased, and the school was closed.

The University Professor has suggested many reasons for the failure of the school. "The Intermediate standard has not been improved for ages ; there was no local habitation for the school and pupils had to run to and fro between the colleges ; there was no adequate arrangement for the teaching of English ; the question of remuneration of the college teachers engaged in the teaching was a vexatious one, and these teachers were seldom given any relief from their obligations in the Pass classes." The Professor has also pointed out that although in Mathematics "more possibly than in any other subject, it is the student's written work with the teacher's remarks thereon that counts rather than the regular lecture," the student's written work is "just nil." In order to emphasise the importance of written work, he suggests the appointment of student demonstrators, "if the teachers cannot be persuaded that it is really part of their duties." He has also deplored "the dearth of teaching resources of the modern type in Lahore," in spite of the fact that the study of Mathematics has been revolutionised in recent years. He has suggested that "the initial mistake had been committed of not making the Honours Course the only avenue to the M.A. Course—a privilege which has been accorded to every other Honours School before or since ; there was thus no inducement to the men to take up Honours." He has arrived at the conclusion that "improvement in higher teaching must be based on a preliminary overhaul of the Intermediate and Pass B.A. teaching and courses."

Since the closing of the Honours school, a number of papers have been added to the Pass Course for the purpose of an Honours degree, and the Professor has been assisted in the programme of the M.A. teaching. But many college teachers are conservative in their methods and are preoccupied with their B.A. teaching, in which two courses can be taken. The Professor believes that the M.A. work "should be

concentrated in fewer hands. We have at present ten teachers giving between them fifty 'periods' to the two M.A. classes; that is, on an average each teacher gives five periods a week each term to the M.A. work." About one hundred students are enrolled in the two M.A. classes.

The Department has contributed a considerable number of original papers to the transactions of various learned societies, including nine by the Professor, five by Pandit Hemraj and some ten by other teachers and students of the Department, among whom was the late Mr. S. D. Chowla.

13. The main object of the small *Department of Astronomy* has been to provide practical instruction, but some of the theoretical teaching has also been concentrated in the University class. There are in all 35 students taking Astronomy. The Reader does not think that this number will be materially increased as "there are no openings for our students... We have not been able to induce the Punjab Government to include Astronomy as one of the subjects for the Provincial Service Examination; and there are no appointments on the staffs of colleges as such."

14. Prior to 1912, *Economics* was combined as a subject with History. Two Honours papers were then added to the Pass papers for the B.A. degree. The scheme of papers in M.A. Economics, as planned in 1912, has remained unaltered, except for the introduction of a thesis in place of one of the papers. The Reader in Economics has observed that "while some of the theses are extremely good, a large number are hardly worth the name."

Apart from the inclusion of this subject in the short-lived Combined Honours School, no Honours school has been established in Economics. The number of Honours papers to be taken in addition to the Pass papers has been increased from two to three.

Professor Myles did much pioneer work in connexion with the Board of Economic Enquiry, to which he was Secretary. So long as he remained at the University and acted also as Secretary to this Board, the University enjoyed the advantage of the services of certain Research Assistants, whose stipends were paid by the Board. Since Professor Myles' departure the Department of Economics has lost this advantage.

The teaching of Economics at the M.A. stage is on a co-operative basis, five college teachers participating in addition to the Reader. The number of students has fluctuated, the enrolment having risen from two in 1912 to seven in 1917 and to twenty-five in 1918. In 1924, the number had been reduced to eleven, but has since risen to thirty-seven.

The present Reader has published several contributions to his subject.

15. The subject of *History* also formed part of the Combined Honours School. A separate Honours school has been started during the time of our enquiry. The course is one of three years. Candidates are not required to qualify in English or in any subsidiary subject taken separately, but must take one paper in the Principles of Economics and another in Political Science. There are six papers in Part (v), which is taken at the end of two years; at the end of the third year a candidate is to be examined in three subjects, which constitute Part (vi), including a special study of prescribed documents relating to one of the two subjects which he may choose from among nine options. The details of the third year's work have not yet been finally worked out, nor have those of the fourth year leading to the M.A. degree. The tutorial method of instruction has been largely introduced in the Honours as well as in the M.A. classes. The total number of periods which college teachers will be required to devote to the work of this school cannot be determined until the whole school is in operation in 1935-36. The University has appointed a temporary assistant to the University Professor for the year 1933.

In the first year class sixteen students out of a total of 24 applicants were admitted, but the number has subsequently been reduced to eight. There are 105 students enrolled in the M.A. classes. In addition to the Professor nine college teachers at present take part in the teaching.

16. *The Departments of Oriental Languages* are closely connected with the Oriental College. In addition to the work of research, each of the three Departments takes a share in the higher teaching.

The Sanskrit Department undertakes a large part of the M.A. course and also one of the three Honours Papers at the B.A. stage. There are 26 research students; 24 students in the M.A. class; and 18 in the B.A. (Honours) classes.

The staff comprises the Principal of the Oriental College, who is at present University Professor of the Sanskrit Language; the University Professor of Sanskrit Literature, and a temporary lecturer. In view of his other heavy administrative duties, the Principal has temporarily handed over the teaching of Epigraphy and Linguistics to colleagues who are his former pupils. The lecturer in Hindi assists in Indian Linguistics, and three or four college teachers take a share in the M.A. work.

Honours Schools in Oriental Languages were started in 1919, but were discontinued in 1926, as the classes received insufficient support, especially after the decision to extend the duration of the course from two to three years. In 1928 three additional papers were added to the Pass courses in each of the three languages.

17. Though Arabic and Persian form separate University Departments, for the purpose of M.A. teaching, they have a common Board of Studies and are grouped together in the Oriental College.

The number of students seeking the M.A. in Arabic has always been small and used to average about three a year. Since 1928, the number has risen slightly. Those taking Persian in the M.A. have averaged about ten a year, but few of these have been suited for original work. A thesis has been introduced as an alternative to one of the papers in both subjects.

18. The activities of the *Chemistry Department* include the preparation of students in the Honours and M.Sc. classes and partly of those in the Honours School of Technical Chemistry, and the Research work conducted by the staff and students. The M.Sc. students from Khalsa College, Amritsar, are also provided for in the University laboratories during their third year. There are 58 students (excluding those taking Technical Chemistry and the Khalsa College students) in the Honours classes; 15 in the M.Sc. classes; and 21 are engaged in research.

The staff consists of the University Professor of Physical Chemistry; the Professor of Chemistry, Government College, who has been nominated University Professor of Inorganic Chemistry; the University Reader in Organic Chemistry; a professor from Forman Christian College, who has been nominated University Reader in General Chemistry; three

demonstrators ; a Microanalyst and a professor from the D. A.-V. College who assists in Physics.

Research work is conducted in Organic, Inorganic and Physical Chemistry. Many of the problems under investigation are related to some feature of the industries and agriculture of the Province.

In Organic Chemistry three lines of investigation, in particular, are proceeding : in Chemo-therapy, in synthetical investigations on the structure of alkaloids and other plant products, and in general Reaction Chemistry. The Reader and his pupils have been working on new synthetic substances designed to be prophylactic against malaria and similar diseases. The work done in the Micro-chemical laboratory has been widely recognised. A method has been devised for the purification of synthetic cocaine, which is now manufactured in the Ghazipur Opium Factory.

In Inorganic Chemistry, a number of papers compiled by the staff and students have received favourable reference, and are often quoted in the annual reports on the Progress of Chemistry published by the Chemical Society of London.

In Physical Chemistry, the three main lines of investigation are in surface Chemistry dealing with the structure of colloids, photo-chemistry and magneto-chemistry. Professor Bhatnagar's work on emulsions is well-known and extensively quoted. His investigations into the mechanical condition of coagills, the influence of polarised radiations on bacterial and chemical action, and the nature of luminescence, have been recognised as a real advance of knowledge.

Mention should also be made of the researches in chemical fertilisers, the conversion of bagasse into fodder, the manufacture of brown sugar, the effect of ions on plant growth, the physico-chemical factors of soil fertility, the making of abietic acid from crude resin, disinfectants, road-tar emulsions, printing-ink and varnishes.

19. The aims of the *Department of Technical Chemistry*, as stated by the head of the department, are to give a broad general training in Chemistry and its application to industry, which may fit students for a number of occupations, rather than to produce specialists with a limited scope ; to give some of the students a training in the methods of research, the problems being selected, when possible, with a technical bias ;

and to investigate the raw materials of the Punjab with a view to developing new industries.

The new Honours course is one of three years. At the end of the first year a student must pass a qualifying test in English and at the end of the second year a similar test in Physics and Engineering. The latter test includes instruction in the elements of Mechanical and Electrical Engineering, in Mechanical Drawing and Chemical Engineering, which work is done at MacLagan Engineering College. There is also a course in the elements of Commerce and Industrial Organisation. The students attend classes in General and Physical Chemistry in the University laboratories. The rest of the work is done at Forman Christian College.

Many investigations of raw materials have been made. The materials and industrial products have included soap, drugs, clays, bricks, canned fruit and vegetables, toilet goods, sugar, roofing materials, Punjab coal and Kashmir bauxite.

There are about fifty students in all taking the subject. In addition to the facilities provided in the University laboratories and MacLagan Engineering College, the staff consists of a Professor of Forman Christian College, who has been nominated University Professor of Technical Chemistry, seven Chemists of the College staff; two College teachers in Physics and Economics; the Government Dye Expert and a number of demonstrators. Most of the staff, however, give only part-time services, as they are largely engaged in the teaching of other classes in the College.

20. *The Botany Department* (which is located at Government College) differs from the Chemistry Department in that it includes teaching in the Pass B.Sc. as well as in the Honours and post-graduate classes. The number of students appearing for the B.Sc. in Honours approximates twelve each year, and for the M.Sc. fifteen.

The staff consists of the Professor of Botany, Government College, who has been nominated University Professor; a Reader of the University; a lecturer of Government College; two demonstrators of the same college; and two demonstrators paid by the University.

A considerable amount of research work has been done by the staff and students, which has been recognised in India and overseas. One of the main objects of the Department

has been to prepare monographs of various plant groups in the Punjab and the Himalayas. One such, on Laverworts, has been published and well received. Others are under preparation. Parties of students are taken every year to the hills in order to gain first-hand knowledge of the flora. The Professor, with financial assistance from the University, has penetrated the higher altitudes of the Himalayas and Tibet in the course of his investigations.

21. The *Zoology Department* also has its headquarters in Government College and includes the Pass classes. Much research work has been done by the staff and students. Emphasis has been laid on local fauna and on marine fauna at Karachi.

There were last year 73 students in all, of whom 28 were senior students engaged either in research or in the Honours classes. The staff consists of the Professor of Zoology, Government College, who has been nominated University Professor of Zoology, a Reader and two demonstrators paid by the University and one lecturer and one demonstrator paid by the College.

(iii) *A discussion of University Teaching.*

22. We shall first consider the place and meaning of research in the scheme of a university. Some witnesses have advocated a rapid expansion of the teaching departments, mainly with a view to the promotion of research.

Professor Devi Dyal of the D. A-V. College, Lahore, has written thus :

“ When the Universities Act was passed in 1904, it was decided that all the Indian universities should be deemed to have been established for the promotion of higher studies and research, with the power to appoint University professors and lecturers. . . . Thus the vital need of the Province is that the University should be a Research and Teaching University in the true sense of the word. . . . The aim of the University is not merely to produce mechanics but men who will make discoveries of far-reaching importance, who will be creators of knowledge and discoverers of truth, who will open up new vistas of thought, who will impress the stamp of their thought upon history. Such men will be like a sign-post, a mile-stone. . . . There is thus plenty of work for University teachers to do besides the teaching of undergraduates. The University can become more effective as a teaching

body and do more for research. . . . by continuing its direct responsibility for the post-graduate and Honours work."

Even more emphatic are the opinions expressed by 26 Fellows of the University in a joint memorandum :

" We conceive that the main object of University reform is to secure academic efficiency interpreted in terms of research, pursuit of knowledge, the practical application of both knowledge and research in the service of the province and standards of examination. Whatever other objects may receive consideration, this paramount aim must not be lost sight of. We have no doubt that the Committee will fully investigate in detail how best to advance this primary object lying at the very basis of a University's function."

23. This seems a somewhat one-sided and exaggerated definition of the functions of a university. We do not disparage the value and influence of research, but we are emphatic that, especially in the present condition of India, the main function of a university is to give a wise and well-rounded training to its students. Even the Haldane Commission, who cannot be accused of having under-estimated the claims of research, asserted that " the primary business of a university is the training of its undergraduates."

There is also some confusion of thought as to the scope and meaning of research. We quote a relevant opinion from the Haldane Report* :

" The advance of knowledge is not along single lines of special research alone. The sciences have all been developed out of the ordinary knowledge of common experience by the gradual substitution of completeness and accuracy for vagueness. Research is often spoken of as if all of it was the highest kind of work, and it is often assumed that a student's education has reached its goal when he is said to be doing original research, and that if he attains to this, it does not matter what his previous training has been. But, in fact, there are all degrees of value in research, and much that is dignified by the name, however laborious and praiseworthy it may be, is directed to narrow issues and problems of quite secondary importance because the student lacks a broad and liberal education and a wider point of view."

We have also much sympathy with the views expressed by the Calcutta University Commission* in this regard :

“ There is however a real and great danger which has attended the sudden awakening of interest in research, not in the Indian universities only, but also in England and America. This is the idea that teaching and research are quite separate and distinct functions, which may safely be left to different bodies of men, and looked after by separate organisations. Sometimes it takes the form of a notion that teaching is an inferior function, a necessary drudgery, which ought to be left to second-rate men. Such men, according to this idea, are good enough to give to the mass of ordinary students the routine training which they require ; they also can give to the few select students the preliminary drill which they must have before they pass under the guidance of the nobler and more exalted scholars who are themselves engaged in original work, and who will help them to learn how to work for themselves. ”

The Commission† then proceeded to develop the theme that a spirit of exploration should permeate every activity of a university and that this spirit should not be confined to the making of new discoveries :

‘ ‘ Research ’ means neither more nor less than ‘ exploration. ’

Relatively few people, even in a university, can hope to carry their ‘ exploration ’ so far as to discover knowledge that is important and new to the whole world, and that helps to make the universe more intelligible. But everybody in a university, teachers and students alike, should be working in the spirit of the explorer, eagerly searching out truth that is new to themselves. A university is not fulfilling its duty as a centre of research if it merely hires a few men to carry on investigations in corners by themselves, however handsomely they may be provided with the materials for investigation. He (a teacher) may very well be more concerned to put together all the available ascertained facts about his subject of study and to re-interpret them, than to devote his time to disclosing new facts. To take a famous example, when the young Bryce wrote his brilliant book on ‘ The Holy Roman Empire, ’ his great achievement lay, not in discovering new facts, but in putting the facts together, by hard thinking, in such a way

* Volume IV, Chapter XXXIV, pages 277-79.

† *Ibid.*

as to re-interpret a whole great period in the history of western civilization. He was able to do so because he was filled by the desire to discover the truth ; and his work was just as 'original' and just as much 'research' as if he had deciphered documents which nobody had seen before."

24. We are warmly in support of arrangements being made whereby a higher and wider opportunity shall be given to the abler students who should not be depressed by having to keep pace with those of inferior attainments ; but we are doubtful whether, in many important respects, the organisation of the University Departments has been well-devised and is suited to the present needs of the Punjab.

One of the main obstacles to the successful development of these Departments has been their piecemeal introduction. So long as there are Honours schools (with a three years, course) in some subjects and Honours papers added to a Pass course of two years in other subjects, it is not unnatural that students, and not merely those of inferior capacity, adopt the shorter road to a degree. It is not surprising, therefore, that a number of Honours schools have had to be abandoned through lack of support.

It is also doubtful whether an Honours course which affords little or no provision for English teaching will make a great appeal to students. If a student has an insufficient grasp of the medium of instruction, he can scarcely be expected to benefit by the specialised instruction which he receives through that medium.

25. Another disadvantage of the present system is the early—and, in the opinion of many witnesses, premature—specialisation in the Honours schools. The degree of specialisation varies in the several schools. The History School includes courses in the allied subjects of Economics and Political Science, but no other subjects, not even English. The Science schools include an allied science subject and also some English teaching, though it is doubtful whether the latter is adequate either in quantity or in quality. By this we do not suggest that a Science student should make detailed study of English text-books, but rather that he should be trained in orderly thought and expression and imbued with some appreciation of literary culture and beauty of language. A firm foundation of English teaching is

indispensable to specialised study. When it is remembered that all students in the several Honours schools pursue their studies through the medium of a foreign language and on the weak foundations of the school system which we have already described, the inadvisability of the present system of extreme specialisation becomes more apparent.

Mr. G. C. Chatterji, of Government College, holds similar opinions :

“ I am strongly of opinion that specialist schools on the Arts side which are confined to the intensive study of a single subject will not meet the needs of this province. I have already referred to the failure of the Honours Schools in Mathematics and in the Classical Languages. While I cherish every good-will towards the new school in History, I feel extremely diffident of its future success. Specialised schools of this narrow type are only necessary for training the expert and highly specialised scholar in a particular branch of knowledge. The Honours courses of the University, on the other hand, should attempt to promote a suitable education for all the intellectually gifted children of the province. Not all these young men wish to become specialists. What they desire is rather a broad and general culture, which would enable them to compete successfully for the higher branches of the Public Services and to take a leading part in the public life of the province. On the Arts side, therefore, I should welcome the revival of the ideas which underlay the Combined Honours Scheme.

‘On the Science side also, a broader scientific training, which would require some knowledge of the fundamental principles of the other sciences, besides the one in which a student specialises would be of greater benefit. I would personally favour a scheme of studies similar to that of the Natural Science Tripos at Cambridge rather than the more specialised schools in the Punjab.

Useful research can only be undertaken when the students have been well-grounded in the broad principles of their sciences. It would be a pity if we emphasise detailed and minor investigations into research problems without first laying a broad foundation of knowledge. In the scheme which I have advocated, I would not introduce any research in the Honours examinations either on the Arts or Science sides ; nor would I introduce research in the M.A. and M.Sc. degrees. Research should be carried out by special research students, who would

continue at the University after taking their Master's degree and prepare themselves for a degree such as the Ph D."

We have also received the following opinions from Dr. H. B. Dunncliff, University Professor of Inorganic Chemistry and a member of Government College, Lahore :

" It is the duty of a university so to arrange its courses that its alumni shall receive theoretical and practical guidance in studying and solving the problems which have arisen or are arising in the development of civilisation.

In India there is an ever-increasing demand for men of culture in the nation's service—men who, by striving to acquaint themselves with the results of intellectual activity and with those departments of knowledge which conduce to general or individual welfare, correct living and rational conduct, are qualified to take their places as useful members of co-operative society and to assume their share in their country's development.

Many will achieve this much-desired object by the influence they exert as officers of the Public Services, to which they are admitted as the result of competitive examinations. In these tests the nature of the compulsory subjects prescribed in conjunction with the list of optional or extra subjects clearly shows that a man of general education is required."

Dr. Dunncliff then proceeds to propose a scheme whereby, in addition to the specialised courses in the post-graduate stage, facilities for a more general education might be provided :

" I plead for a loosening of the University examination fetish so as to allow an avenue for the further instruction of graduates who do not desire to specialise in one subject, but to compete for the competitive examinations. . . . Particular efforts should be made at this juncture of India's history to mould and educate many men as useful members of society, though the imperative need of a select band of highly specialised scholars should not be overlooked, even if after their labours it may be difficult to find employment for them. The function of ' culture ' in the general as opposed to the specialised sense may be secured by ensuring that the student shall not be too heavily engaged with advanced research."

Mr. G. D. Sondhi, of Government College, Lahore, has written in a similar strain :

" It would be better if colleges devoted more time to the character-forming aspects of education and did not dissipate their resources in so-called research. . . . I do not favour the incorporation of research work in the ordinary courses of the University. Research work should be conducted at the end of the University period, and there should be special scholarships for this purpose "

There is good reason to believe, therefore, that the courses should be less specialised than they now are at the undergraduate stage, that provision should be made for higher study in the post-graduate stage, and that research (in the sense used by the witnesses) should be postponed very largely to a still later stage, when duly qualified students could be assisted by means of research scholarships to become candidates for a doctor's degree.

26. It is open to doubt whether even the small numbers of highly specialised students can be provided with occupations suitable to their qualifications, though the extent of this demand varies with the several subjects.

It has been suggested that an important object of these specialised schools should be the training of qualified teachers in their own subjects, and these teachers will eventually lighten the lump by the introduction of better methods and standards of teaching. There is undoubtedly a great need for improving the quality of the teaching throughout the University ; but it is questionable whether a man with so slender an equipment of general knowledge would ordinarily be a suitable teacher in a college, even in his own subject ; it is far more doubtful whether he would be suitable as a class teacher in a school. The Principal of the Central Training College has explained to us his difficulty in finding recruits for the College, who have acquired sufficient knowledge in a number of school subjects.

27. The Science Departments have obtained greater success than those of Arts. This may have been due partly to the fact that they have received more financial assistance, and to the impression which students have that a degree in science helps them better to get employment. There is considerable demand in the development of industries for the services of highly qualified scientists, as is shown by the record of many of those who have been trained in

these departments. The Intermediate standards in Science are incidentally more exacting than those in Arts.

We are somewhat disappointed by the record of the School of Technical Chemistry. Since its institution in 1925, 115 students have been enrolled in the School, of whom 34 have been successful in the B.Sc. examination, and 15 are still under training. It is reported that, of the 34 successful candidates, comparatively few have received opportunities of undertaking the type of work for which they had been trained.

28. It is also open to discussion whether the methods of teaching which are appropriate to small select classes are entirely satisfactory. Mass lectures by themselves are an unsatisfactory form of instruction, especially for students who are improperly prepared and are unable adequately to understand the teaching which is given in the English language, and lectures should be supplemented by a well-devised system of tutorial groups. But it is dangerous as well as extravagant to discard entirely the practice of lecturing. In teaching much depends upon the spoken word, and nothing can replace the stimulus of a well-delivered lecture to large numbers.

The Calcutta University Commission* offered valuable suggestions in this regard :

"The unfortunate working of the present system must not lead us to depreciate the value of the lecture as an element in university training. It is indispensable; and the really good lecture can afford a stimulus and a guidance which nothing else can replace. But bad lectures are worse than useless, they are harmful; and compulsory attendance at them vitiates the mind of the student. There are many good lecturers in Calcutta, and there are many more who, given adequate leisure for the preparation of their discourses, would become good lecturers The students of the University ought to hear the lectures of such men But this provision can only fairly be made on three conditions : (i) the student must not be required to spend too much of his time in lecture-rooms merely submitting to instruction, when he should be working for himself; (ii) he must be given some choice as to the lectures he will attend; and (iii) the lecture method of instruction must be supplemented by other methods

But these conditions imply a very complete departure from the existing system. They imply, in the first place, a carefully wrought-out system of co-operation between the University and its constituent colleges, whereby, in addition to or as a substitute for, the ordinary college lectures, public and formal instruction, given by either university or college teachers appointed for this purpose by the University shall be thrown open to honours students, and also, though in a less degree, to pass students, from all the constituent colleges.

29. One of the most valuable features of university training should be this close contact between teachers and students who are engaged in studying widely different subjects. Any form of exclusiveness is fatal to the promotion of this spirit. Many of the Honours schools, as now constituted, form small independent groups of teachers and students who have little or no contact with the University at large.

30. Many witnesses have criticised the University Departments on the score of expense. It is not possible to give an accurate estimate of the expenditure incurred by each department, as the services of the part-time college teachers engaged in the work cannot be reduced to monetary values. Though work of this importance cannot be carried out efficiently without large expenditure, the cost of some of these departments seems considerable in relation to the work done and the number of students enrolled. We give in Appendix B a tabular statement showing in the case of each department the number of students, the staff employed, and the actual expenditure met by the University.

31. A number of witnesses have commented adversely on the comparatively large expenditure incurred by the Chemistry Department, which amounted to Rs. 66,477 in 1932-33. The part-time services of the college teachers engaged should be added to the total. The amount seems large at first sight, especially in these depressing days of financial stringency when expenditure on education has been ruthlessly cut down, but activities of this kind are expensive all the world over.

It would be beneficial if the activities of Indian universities were reviewed as a whole so that extravagant overlapping and unnecessary competition could be reduced. Universities should not aim at offering facilities for higher teaching and research in all subjects, but should comple-

ment to each other in providing these more expensive forms of training. That such an arrangement is necessary is shown by the resolution passed by the Conference of Indian Universities in 1924 :* "That economy in university finance and increase in efficiency will be rendered possible by the co-ordination of post-graduate studies in Indian universities."

On the other hand, the Chemistry Department has achieved success, and its activities have gained a well-deserved reputation not only in India but also overseas. If, again, the industries of the Punjab are to be developed, they will need an increasing number of well-trained chemists.

We have received many testimonies of the excellent work done in the Chemistry School. We cite an extract from the evidence of Messrs. B. Ahmad, Ph.D., Research Scholar, Imperial Council of Agricultural Research, and Hamid Khan Gore, Ph.D., Head of the Physics Department, Royal Military College, Dehra Dun, who as students under the old as well as the new conditions of work are competent to give an opinion :

"We can state that the history of Chemistry in this province dates from the opening of this institution. . . . We have had occasion to visit and to work in some of the best universities of England, Switzerland, France and Germany. We can say with conviction that a Chemistry student from Lahore can walk with his head high in the proudest universities of the West. Most of the work done in Lahore has been accepted by the best scientific journals in Europe, whence it has found its way into standard text-books."

32. Other witnesses have alluded to the expense of the School of Technical Chemistry. In addition to an initial grant of Rs. 50,000 for equipment and apparatus, the School has received annual grants ranging from Rs. 15,000 to Rs. 20,000. To this amount should be added the cost of instruction in the University laboratories, MacLagan Engineering College and that by the College staff. It is difficult to estimate the total amount, but it approximates Rs. 8,95,914 between the years 1925 and 1932. During that time 34 students were successful in the B.Sc. Honours examination. We do not feel ourselves competent to judge the value of the training given in the School, but the

ost seems excessive in relation to its achievements, specially when the present occupations of those who have been trained in the past are taken into account.

33. Many have urged that an excessive amount of money is spent on the Science Departments in comparison with that spent on the Arts Departments. Mr. Langhorne has written :

“The specialist education of a small band of biologists is a matter of unimportance compared with the general secondary education of the rest of the Province. The devotion of the founder of the school, the brilliance of his successors and the success of their pupils have each contributed to obscure the steady decline in the rest of the work of the University. The success of one branch of advanced work in Science has led the University to develop other branches, and, again, the expense of those developments has provided an excellent excuse for the neglect of Arts, particularly of English.”

It is difficult to investigate the validity of this complaint, as on the Arts side a wider use has been made of part-time college teachers, whose emoluments are not included in the University accounts. But after making every possible allowance, we have reached the definite conclusion that the Arts Departments have been treated in a niggardly fashion by the University. It seems to have been assumed that though the provision of laboratories and expensive apparatus are a *sine qua non* for science subjects, maps, pictures, books, periodicals, etc., are unnecessary in Arts subjects. Moreover, there is a serious lack of lecture-rooms and seminar rooms in the Arts Departments of the University and of separate offices for senior teachers and of seminar rooms in the colleges. Besides, though there are University Departments in nearly all science subjects, with the notable exception of Physics, there are comparatively few in Arts.

34. There has been very little appreciation of the financial implications of the proposals leading to the starting of the Honours courses. For example, our Financial Adviser has drawn attention to the fact that in the original estimates of expenditure for the Chemistry Department no account was taken of the purchase of apparatus and equipment. Again, little or no attempt has been made to estimate the cost of the teaching effort which will be required

for the several courses. A certain flexibility is advisable in the prescription of optional subjects, the number of which should be restricted within practical limitations.

The employment of part-time college teachers, which in other respects is a pleasing feature of the scheme, has also proved a dangerous temptation to the University. In the statements of expenditure only the actual cost incurred by the University has been included, and expenditure by the colleges has been excluded. The University has been encouraged by the expectation that only a portion of the total expenditure will fall on its own revenues, while colleges have been prone to agree generally with a particular scheme, without reflecting whether they can meet their actual commitments. Many college teachers have therefore been compelled to carry the additional burden of university lectures without any relief from their collegiate duties. Again, in order to assuage rivalry between colleges, the University has generally employed an unnecessarily large number of college teachers for university work. In the Mathematics Department, for example, there were at one time more teachers than students.

35. The University authorities have undoubtedly been placed in a difficult position in organising these departments, because they have insufficient control over the colleges, and particularly over those college teachers who are employed in University teaching. When college teachers were remunerated for part-time services, the number thus employed was so large that there was much extravagance and dislocation of work. It has been difficult to ensure that they should be sufficiently diligent and regular in the discharge of their duties. For example, a teacher can absent himself casually, though the Professor in charge may not even have been informed of his intended absence. Again, members of the Government College staff are liable to transfer at very short notice, with the result that the organisation of a University Department is in constant danger of dislocation. Moreover, as the University is not even consulted in regard to college appointments, it becomes difficult to organise arrangements for the teaching. While there may be a number of college teachers well-qualified to teach a certain branch of a subject, there may not be a single teacher qualified to teach another branch of the same subject; yet the University has no means of rectifying this anomaly on the occasion of the next

appointment. These are but a few examples of the grave difficulties which arise in a system of co-operation in which there is little or no authority to ensure that the essentials of that co-operation are duly observed.

36. The main objection to the University Departments, as now constituted, is the sharp distinction between "University" and "College" teaching, and also between "Honours" and "Pass" teaching. The Calcutta University Commission* commented pertinently upon this separation :

" Another group of correspondents propose . . . that the beginning already made by the university in the provision of post-graduate courses should be extended ; and that the courses for the degree of B.A. and B.Sc. with honours should be separated from the pass courses and undertaken directly by the University. It is added by some of the advocates of this scheme that in order to cope with its new functions, the University should absorb Presidency College, the whole property and income of which should be transferred by Government. The other colleges would be left to do pass-teaching only ; the supporters of this plan are content to assign to them a humble function, for which they might be sufficiently manned with teachers mainly second rate.

This scheme is inspired by two sound and praiseworthy motives : in the first place, a desire to draw a distinction between students of exceptional ability and students of only average powers, and to provide for the former a better training than is now open to them ; in the second place, a belief that the University ought to exercise a more effective control over the teaching given in its name than it now does. Both of these ends ought to be secured by a well-devised scheme of reorganisation ; but it may be doubted whether they would be satisfactorily attained by bringing the whole body of the abler students . . . under the control of what would be apt to become a single, huge, centralised lecture-mechanism.

A further, and perhaps more important, effect of this scheme would be to reduce the colleges to a position of insignificance and humiliation, and to make an unhappy cleavage among the student-body. The students would be divided into two classes, superior beings called university students, and inferior beings called college students ; and both sides would suffer The University would in fact become an over-powering competitor with

* Volume IV, Chap. XXXIV, pages 251-52.

its own colleges ; a competitor in the unfair position of being able to impose whatever conditions it pleased upon its rivals, and to establish for itself a monopoly of all the most interesting work. It would draw away from the colleges all their ablest teachers. The ultimate result might well be to reduce the colleges to such a state of insignificance that their continued existence would scarcely be worth while."

37. Some witnesses have also alluded to these dangers. Dr. Khalifa Shuja-ud-din has written :

" It is true that in the existing system a college is compelled to provide for Honours as well as post-graduate teaching in almost every subject, and that this results in unnecessary duplication, but the remedy does not lie in adopting the policy of confining all higher teaching to the University and leaving the affiliated colleges to prepare students only for the Pass degree. Most of the Lahore colleges are so well equipped with first-class teachers that the University cannot do without them. They will have, therefore, either to be transplanted to the University—an arrangement which the colleges concerned may not countenance—or relegated to a second-rate position which would be distasteful to them. Moreover, the concentration of all higher teaching in the University would lead to the gradual deterioration of the colleges, and this in itself would be detrimental to the progress and development of the University as such . . . While it is necessary to preserve the autonomy of the colleges in every way, a scheme of co-ordinated teaching should be devised whereby the higher teaching may be carried on by the University and the colleges working in close co-operation with each other."

Mr. U. N. Ball of Dyal Singh College, Lahore, has also written :

" The University should be an organisation of the colleges, and it should not come in as a distinct body competing in the field of teaching with its constituent bodies. The teaching work should be distributed among the colleges, the University remaining as the co-ordinating agency. In this way a satisfactory relation between the University and the colleges can be maintained."

38. Other witnesses have referred to the deterioration of the Pass courses. Mr. G. C. Chatterji asks " what on this view is to happen to the man who wishes to enter the

public services or the learned professions." Mr. Garrett is of opinion that—

"We are overfeeding the Honours and starving the Pass students. I should like to see more mingling between the sheep and the goats who are at present too sharply divided, and to feel that the whole of the teaching—Honours and Pass—was under the eye of the University Professor. It is worth considering whether the University Professor would not be better employed in a general direction of his subject and its teaching throughout the colleges than in being confined to imparting advanced education to a small body of students in Lahore."

Mr. Langhorne has voiced similar opinions in picturesque language :

"The better the higher teaching of the Honours classes and of the M.A., the more certain will be the neglect of the Pass classes. If this statement sounds too hard, then an enquiry into the fate of the Pass classes in Science will go a long way to substantiate it. I have no enmity towards Science or to any other branch of study, but I cannot see the good of cultivating a small bed of roses in the front garden and leaving the rest of the estate a howling wilderness."

39. These are trenchant criticisms and have some justification. It is of little use trying to raise standards in a small portion of University work, while standards in other portions tend more and more to deteriorate. The good and the bad will eventually fall together, and instead of improvement there will be widespread deterioration.

By no means all Pass students are of inferior calibre. Some of them have acquitted themselves well in competitive examinations. Many have elected to take the Pass instead of the Honours courses because they desired a good general education and because they aspired to enter the public services or the public life of the country. Such students should receive the best teaching that can be given ; otherwise, the future of the Province will suffer.

40. Some witnesses, again, have suggested that the Honours courses cannot achieve real success, unless they are made "the only avenue" to the post-graduate courses. High qualifications should be demanded from those seeking admission ; the enrolment of students of inferior attainments would detract seriously from their value, but any hard-and-fast restriction would be unfair to certain students. In view

of the unequal facilities for good school education in the Province, many boys are unable to reach a high standard of capacity while there are others naturally backward in their early years who "come later" in life. Some of these are able to make good their deficiencies through hard work and under the stimulus of good teaching. Such students should not be penalised in seeking admission to the post-graduate courses because they have not been enrolled in the Honours courses.

41. Colleges should not be lowered in status, but should rather be encouraged in their scope and activities. If ever it is decided to constitute a unitary teaching university in Lahore, the colleges will then know their position and will have to resign themselves to their fate. But there is an alternative to a unitary university, in which the colleges shall not only continue, but shall be stimulated to expand their activities in co-operation with the University and their sister colleges. The goal of a teaching university in Lahore can best be achieved by investing the University with a larger control rather than, as now, by extending the teaching functions of the University by means of an organisation separate and distinct from collegiate organisations. A college cannot be expected to make plans for the future and to widen its scope if it does not know when its scope may be reduced by the transfer of some of its responsibilities to the University.

Most of the defects to which we have alluded have arisen in consequence of this sharp distinction. The Honours classes have been poorly supported partly because many students desire a general education. Injustice is sometimes inflicted because in view of the separate University and collegiate organisations it is difficult for Honours students who prove unequal to the task to be relegated to the Pass and collegiate courses, and even more difficult for Pass students who show marked improvement in their studies to be transferred to the Honours courses. Again, the Honours courses have proved in many instances expensive owing to their comparatively small enrolment and to the present difficulty of arranging the several courses in such a way that many of the lectures can become common to a larger number of students.

A radical reconstruction of University teaching can be arranged in such a manner as to result in the mitigation of these defects, and, in particular, by substituting a spirit of co-operation for the present spirit of competition between the University and its colleges. We shall return to this important matter in a later chapter.

CHAPTER VII.

The Prospects of Teaching Universities in the Punjab.

(i) *The advantages of a unitary university.*

The manifold complexities arising from the great diversity of colleges and from the lack of effective university control could be resolved by cutting the Gordian knot and creating a unitary university in Lahore. This could be achieved by the absorption of the colleges in Lahore into University Departments ; by placing all duly authorised teaching in the hands of the University ; and by limiting the functions of the colleges to providing residence, recreation and, possibly, supplementary tuition for the students. A separate arrangement would be required, either within the reconstructed university or in a distinct institution, for the control and administration of the mufassal colleges. This is briefly the policy which has been adopted in the United Provinces.

2. Much can be said for such a university. It is the usual type in most countries, especially in Germany and in the United States of America. Though in the United Kingdom the collegiate universities of Oxford and Cambridge continue to provide a training and education which have stood the test of ages, the modern universities in England as well as the universities in Scotland and most of the Dominions are unitary. Even in Oxford and Cambridge the opinion is increasingly expressed that the university as such should be better organised and should exercise greater control over the teaching in the colleges.

In India also, as has been shown, many universities of the unitary type have recently been created ; and, more important still, the affiliating University of Allahabad has been transformed into a unitary university.

3. The unitary type of university has been most generally adopted in the world because of its obvious advantages. It appeals to the civic pride of great centres of population and, in consequence, has often been the recipient of large benefactions ; it affords the best means of correlating examination with teaching ; its organisation can provide resources of teaching which are not easily made available in separate, self-contained colleges. Because of its unity of purpose

its constitution need not be cumbrous. Its teaching function is much less subject to the incubus of burdensome administration, which oppresses universities of the affiliating type. It also has the advantage of simpler organisation in faculties and departments, escaping the friction which is inevitable in the collegiate system.

4. Despite these advantages of a unitary university, there are cogent reasons for sharing the opinion of the Government of India, cited in a previous chapter, that "the system of affiliated colleges, though defective according to modern requirements and ideals, will long remain a necessary part of university organisation in India."

Even after several unitary universities had been created in this country, the Hartog Committee recorded the opinion that "the requirements of India cannot be met solely by unitary universities, and that the affiliating university is likely to remain for many years to come." But they modified this opinion by suggestions* which imply that unitary universities in India may not have secured certain conditions which are essential to their success.

"In certain circumstances, the unitary university is the better type. Provided that a corporate life can be evolved in the halls which is comparable to the traditions of the better colleges in the older universities, that the teaching is properly organised in the several departments of study, and that the members of the several university authorities are both competent and capable of understanding the significance of such a university, then a unitary university should result in more efficient teaching, more effective expenditure of the available resources, closer contact between staff and students and a more stimulating corporate life."

5. We as a Committee have not visited these unitary universities and therefore pronounce no detailed opinions about them. Indeed, a detailed examination of their development would be beyond our scope. But we can, as we should, make certain observations in regard to them; for it would be injudicious for us to consider the creation of new unitary universities, even as a mere supplement to the present affiliating University, unless we were convinced that unitary universities in India have justified, or could have justified, the large sums of money which have been spent on them.

6. It has been affirmed that some of the unitary universities of India exhibit certain prominent defects : that the capital and recurring expenditure has sometimes been excessive, and that therefore multiplication of these universities would prove uneconomical ; that their corporate life is often weak and inferior to that of the colleges which they have replaced ; that their authorities have failed to understand and apply the mechanism of a unitary university and consequently have produced unfortunate results ; that their proper development has been gravely impeded by a needlessly complicated machinery, which has entailed excessive meetings and vexatious postponement of decisions, especially in routine and minor affairs.

Another evil, with which certain unitary Indian universities have been impugned, is graver, namely, their proneness to become dominated by a clique, or emasculated by the rivalry of cliques, though this evil is not necessarily peculiar to them. Since a unitary university is confined to a single town, which may be comparatively small and may possess a limited intellectual circle, it becomes to that extent easier for local members of the university to aggrandise and abuse power, and (even more unfortunate) for the administration to assume responsibilities and functions which properly lie beyond its scope.

(ii) The possibilities of a unitary university in Lahore.

7. We have alluded to some of the dangers which confront the progress of a unitary university, but we are still much impressed by the great advantages which should attend a university of this type ; and Lahore seems abundantly to possess the necessary conditions of its success. We should have expected therefore that a proposal to create a unitary university in Lahore would be strongly supported ; but the very reverse has been the case. Opposition to such a scheme of development is very strong, scarcely a single witness supporting it.

8. In examining this specific proposal it will be useful first to consider how unitary universities have been created elsewhere in India and other countries.

Most of the unitary universities in the world have either originated as such, or have developed out of a single college, which might originally have formed a part of another university and remained so until it had gathered sufficient

strength and support to stand alone. Such was the position, for example, in the north of England, where colleges situated in the large cities of Manchester, Liverpool and Leeds first combined their resources in a federal university; and then, when the time was ripe, established themselves as separate unitary universities in each of these places, and also in Sheffield.

This course of development has also occurred in India, where colleges in Aligarh and Benares, which were originally affiliated to the University of Allahabad, won for themselves degree-giving powers and became unitary universities. In these cases college aspirations, far from having been arrested or stifled, have ripened.

9. The position, however, is very different in centres where a number of colleges have sprung up in proximity, and each has acquired a deeply rooted tradition.

London furnishes an example. The ideal of the founders of University College in 1826 was to provide "systematic instruction in a teaching institution under the free guidance and inspiration of the teachers; this they regarded as the necessary basis of university education." But when King's College was founded in the following year and other colleges later, many of them with resources very inferior to those of University and King's Colleges, the original ideal of University College had to be abandoned. As the Haldane Commission* regretted:

"The opportunity for founding a real University of London was gone, and with it was lost the chance of attracting financial endowments, such as the provincial universities have not failed to obtain"

And, again:†

"The ideal of a teaching university was already lost when the necessity arose of federating more than one institution by the external bond of a common examination, which, because it is common to all, must always be to some extent external to each and can never demand much more than the weakest institution can give."

10. In India, attempts have been made in certain places to surmount the difficulties arising from the closeness of colleges in the same town by absorbing them into a single unitary university; but it is questionable whether the benefits

gained by an improved organisation have not been outweighed by the additional expense involved and by the loss of the college traditions which these universities eclipsed.

The report of the Commission on Christian Higher Education in India* illustrates this dilemma :

“ With the changes in university policy the colleges have in some provinces been faced with acute problems arising from threatened or actual modifications of the character and function of the individual college in relation to the university...In Burma, the new University of Rangoon was projected on lines which would in effect have excluded the powerful Judson College from any real share in university work. The college was able to put up a strong resistance to the original proposals, which were so modified as to secure for it a permanent place within the university under a constitution which gives it effective control of its own life, together with an honourable share in the fruitful co-operative teaching system of the university.

The American colleges in the United Provinces were less fortunate. When the unitary universities at Lucknow and Allahabad were established, it was provided in the Acts that all colleges within ten miles' radius of the Senate Halls of these universities must either become internal colleges of the university or must cease to exercise any university functions. . . . This policy was forced upon these two colleges merely because they happened to be situated in cities which were selected as suitable centres for the development of the new unitary type of university.”

11. These considerations are even more cogent when applied to Lahore, where college traditions are deep-rooted, and where many of the colleges, in spite of obvious limitations and deficiencies, have rendered and are still rendering good service to the province in the training of its youth.

We are therefore, no longer surprised that the weight of evidence supports the retention and development of the colleges. We cite here typical opinions.

Mr. H. L. O. Garrett, Principal of Government College, Lahore, maintains that “ any attempt to establish a unitary university in Lahore would be very detrimental to the old colleges, which have long and honourable traditions and would be in danger of being reduced to residential hostels.”

Professor Carter Speers of Forman Christian College, considers that the formation of "a university of the unitary type in Lahore would be decidedly a retrograde step."

Professor Ruchi Ram Sahni writes that—

"The difficulties in the way of converting our present University into a unitary university are so great that I would regard the experiment as outside the pale of practical politics. For one thing, our finances would effectively bar the way. . . The history and traditions of the constituent colleges are too strong to be ignored."

Dr. Bhatnagar, University Professor of Chemistry, expressed a similar opinion :

"Several colleges in Lahore have such deep-rooted traditions and have done such distinguished service. . . . that they will resent being relegated to the position of a third-rate collegiate institution, which will be their fate if a single college is suddenly made to acquire the status of a university."

Again, the Anjuman-i-Himayat-i-Islam has said :

"The conflict between the aims and aspirations of different colleges is so great that we cannot conceive of a unitary university flourishing in Lahore."

Other arguments have been placed before us in opposition to the creation of a unitary university in Lahore, which also carry weight.

Mr. P. Samuels Lal of Forman Christian College has argued that—

"In the present state of society in the Punjab such a university is bound to be soulless. It may produce research scholars and men of high academic qualifications, but this is by no means the only function of a university."

12. The special circumstances in Lahore render the creation of a unitary university inadvisable. But it is eminently desirable to establish in Lahore a university which shall possess as many of the advantages which are peculiar to a unitary university as are possible in the local conditions, will reinforce the centripetal development of the colleges and will definitely arrest centrifugal tendencies in them. In biological terms, the university should become a more highly vertebrate organism with a definite and dominating nerve-centre. It should cease, as soon and as far as possible, to be merely an examining institution and should become a teaching corporation.

(iii) *The possibilities of a collegiate teaching university in Lahore.*

13. Certain constructive proposals which have been made for the improvement of the University of London appear to be highly relevant to the situation in Lahore.

The Haldane Commission in London maintained that a university could not be regarded as a teaching university unless it possessed adequate powers of controlling the teaching given in its name. For this purpose they proposed that the appointment of teachers in the colleges and the determination of their conditions of work and service should rest with the university. The Faculties should each include the professors and readers of the subjects comprised within the Faculty, and such other teachers appointed by the university as the Faculty might co-opt. The acceptance of these proposals would ensure that the teachers would regulate and organise the teaching of the university, which would be given mainly in the colleges.

14. The question then arose, how the university could obtain authority to appoint college teachers and to determine their conditions of work and service.

Just before the appointment of the Haldane Commission King's and University Colleges had been made Incorporated Colleges of the University. The Commission* recorded the opinion that—

“The effect of these Acts of Incorporation is to give the University complete educational and financial control over all the teaching of a university standard in both colleges and in all Faculties in which teaching is provided.”

At the same time, the Commission asserted that—

“These Acts (of incorporation) have undoubtedly had a disruptive influence upon the working of the University. . . The incorporation of University and King's Colleges in effect produced the nucleus of a single teaching university, to which many financially independent colleges and institutions were federated; and, in consequence, the Schools which remain unincorporated have been inclined to believe that the impartiality of the central supervisory body has been impaired. This leads to a good deal of jealousy and hinders the harmonious working of the University. The representatives of the

unincorporated schools have the impression that the incorporated colleges obtain undue consideration ; and the impression is enhanced by the fact that the incorporated colleges are by far the largest and most important institutions in the University. . . . It is also enhanced by the fact that these colleges are the only teaching institutions which, under the Statutes, have direct representation on the Senate."

The Commission therefore recommended that the process of incorporation should be more widely extended.

15. The policy of widespread incorporation advocated by the Haldane Commission has not been accepted even in the University of London, and a Departmental Committee on the University of London was appointed to reconsider the position.

The Committee* were prepared to admit that though—

" the incorporation of the two colleges has helped to establish a university professoriate, has resulted in the co-ordination of some activities and the concentration of others, and has given the University the opportunity of encouraging the study of certain special subjects for which provision might otherwise not have been made, . . . complete centralisation of control in a university consisting of many institutions of varying types would tend to result either in a control more nominal than real, or in a breakdown of the central government consequent on its attempt to assume detailed responsibility for the heterogeneous problems of a congeries of institutions."

The Committee,† however, were not content with recording this negative opinion. They argued that, in the circumstances of London—

" the University on its teaching side is organised mainly on a collegiate basis, and its natural development would be impaired by systematic centralisation."

While agreeing with the Haldane Commission that—

" The teachers make the university, and that if the university is to obtain the best teachers and to maintain conditions which will enable them to do their best work, it must appoint, pay and have power to dismiss them;"

they yet felt that these objects could better be achieved by other measures than incorporation.

*Pages 12 and 16.

† Page 15

16. The Committee* came to the conclusion that—

“the ideal conception of the University of London on its teaching side is an organic association of institutions all actively engaged in university work and each foregoing some measure of full autonomy in order to share in and contribute to the life and government of the University as a whole.”

In order to achieve this ideal the Committee urged that there should be a true spirit of co-operation between the university and its constituent colleges. On the one hand the university should be prepared to admit the colleges as such to a partnership in its governance; on the other hand the colleges should be prepared to surrender to the university a large measure of control over the teaching, so that the resources of all should be used in the most effective and economical manner. Above all, care should be taken to ensure that only those colleges which are both competent and willing to engage in university work should be associated with the university in its teaching activities.

17. We shall discuss in a later chapter proposals whereby the colleges could be associated more intimately with the governance of the university, but we reproduce here the main recommendations made by the Committee to enable the university to exercise greater control over the colleges.

In the first place, the Committee† imposed upon the university—

“the duty of surveying from time to time the field of university education . . . and of co-ordinating and promoting the development of study and research . . . Further, the university should not only be qualified to formulate a comprehensive university policy, it should also be able . . . to give effect to that policy in consultation with, and largely through the agency of, the teaching institutions of the University.”

In the next place, it‡ recommended that the constituent colleges should be prepared to hand over to the university an effective measure of control, especially in respect of finance and appointments :

“Within recent years the University has evolved a satisfactory scheme for the appointment . . . of University Professors and Readers in the Schools of the University. The

appointments are made by the Senate after report from a Board of Advisers consisting of the Vice-Chancellor, the Principal, three External Experts appointed by the Senate after report by the relevant Board of Studies and four persons appointed by the Senate on the nomination of the school concerned. The evidence . . . is unanimously in favour of this measure of control by the University, and we have no doubt that in general the University should be responsible for the appointment of Professors and Readers in its schools It should be a condition of admission as a School of the University that the institution relinquishes to the University the appointment of such of its principal teachers as the Senate, after consultation with the institution, may determine. Moreover . . . the title of Professor or Reader should not be conferred by an authority other than the University."

In regard to finance, the Committee made the following recommendations :*

"A condition of admission as a School of the University should be that the institution in question recognises the right of the Council of the University to conduct negotiations on its behalf with grant-giving bodies, and to receive and allocate the whole of the public funds available for university education in London. There might, it is true, be special and exceptional occasions when the Council would be justified in delegating powers in this matter to an institution, but the principle of university responsibility, as distinct from purely institutional responsibility, should be recognised."

The Committee† also advocated control by the university over the constitutions of its constituent colleges :

"If an institution is to become an integral part of the University and to take a proper share in the life and administration of the University, it is essential that its constitution, should be approved by the University. We recommend, therefore, that before admitting an institution as a school, the University should satisfy itself that the constitution of the governing body of the institution and the statutes under which government is exercised are of a suitable character, and the institution should undertake to submit to the University for its approval any proposed changes in its statutes. We think not only that this condition should apply to new schools, but that the

*Page 31.

† Pages 32, 33.

University should examine the governing instruments of all existing schools, and should an unsuitable constitution or unsuitable statute be found, the University and the institution should confer together with a view to effecting such changes as the University might consider desirable. This is necessary on general grounds, and it is also closely related to the condition that the school should relinquish to the University the appointment of its principal teachers. For even though the University has the power of appointment and lays down minimum rates of pay and other conditions, the teacher's work is inevitably conditioned to some extent by the attitude and traditions of the school, and moreover the school in many cases pays his salary. The welfare of the teacher, and particularly a reasonable security in the tenure of his post, may therefore depend as much upon the wisdom and goodwill of the governing body of a school as upon the University."

18. The necessities in Lahore are similar to those indicated by this report in London. We have already shown that the project of a unitary university is regarded even more unfavourably in Lahore than it was in London. Similarly, not a single witness has advocated a policy of complete incorporation of each of the colleges. The adoption of such a policy in Lahore would undoubtedly result in "a break-down of the central government," as was feared by the London Departmental Committee.

The proposal to incorporate a single college has not received much support, despite the fact that some ten years ago the proposal to transfer the entire resources of Government College to the University was defeated only by a narrow majority. On that occasion the opponents of the proposal consisted mainly of those who were interested, directly or indirectly, in Government College and were anxious to preserve its traditions; but it appears that such a proposal would now be opposed also by those interested in the other colleges and by members of the University staff. As one witness has urged, if Government College became an incorporated college of the University, the life of other colleges would scarcely be worth living.

19. If Lahore is to have a teaching university, it can best be achieved by measures somewhat similar to those proposed by the Departmental Committee which was confronted

by an analogous problem in London. We have therefore been at pains to ascertain the opinion of witnesses on this point.

Proposals of this kind have been welcomed by members of the University teaching staff. We refer particularly to the suggestions made to us by Dr. Bhatnagar, because he has elaborated them more completely than his colleagues.

Dr. Bhatnagar suggested that the following factors have impeded the development of university teaching in the past :

- “(a) A lack of clearly defined ideas about the scheme itself ;
- (b) multiplicity of control and lack of central organising authority ; and
- (c) inter-collegiate jealousy and want of co operation between the staff of the University and those of the colleges.”

He then suggested that those colleges which satisfied the following conditions should be placed in the category of constituent colleges :

- “(a) They should be situated within easy distance of one another and the University ;
- (b) they should be competent to contribute something material and beneficial to the common stock ; and
- (c) they should be prepared to fall in with the scheme of co-ordinating their activities with those of the other colleges under the auspices of the University.”

For the proper organisation of higher teaching Dr. Bhatnagar proposed that there should be—

- “a co-ordinating agency for higher teaching, whose word will have weight with the University as well as with the constituent colleges, and that this Cabinet of the University should exercise a reasonable degree of control and influence over the constituent colleges, particularly—
- (a) in the appointment of the senior staffs of the colleges and the University ;
- (b) in reviewing periodically the financial needs and resources of the University and determining the Government subsidies to colleges, which should only be given after considering the reviews prepared by this body. This will make the grants serve a really useful purpose both for the Uni-

versity and the colleges. It will help in consolidating the academic traditions of the colleges if these grants are used by the colleges for the specific purposes for which they are obtained. Thus, the cumulative effect will react upon University life with very good results."

We reproduce a striking passage from Dr. Bhatnagar's memorandum, in which he has pictured the relations which should subsist between the University and the constituent colleges :

"I hope that I shall be pardoned if, in the scheme of evolution which I am proposing, I use the war-cry of a famous revolution. I believe that the constituent colleges, with the University as their centre, can become an effective planetary system only if each of them recognises the equality, fraternity and liberty of the other institutions. All the constituent colleges will thus have an equal status in the eyes of the University. It is not necessary that these colleges should teach all the subjects prescribed by the University. As a matter of fact, I would recommend that they specialise only in those few subjects in which their tradition, past history and experience have contributed to their special development. . . . It should not be understood that I am making a suggestion to the effect that the colleges should have their liberties jeopardised by subordinating themselves in all matters to the University or to the other colleges. If a constituent college loses some of its privileges in this scheme, the loss is more apparent than real, for it gains much more by winning for its representatives on the University similar privileges over other colleges, and thus this scheme should promote better fraternal feelings between the various institutions. A closer association between the colleges and the University can be brought about by allocating University Professors, Readers and Lecturers, now solely maintained by the University, to the staffs of the constituent colleges. . . . Similarly, college teachers of suitable qualifications and in carefully selected subjects should be given university status."

Professor Ruchi Ram Sahni has expressed a similar view :

"Every attempt should be made to see that closer and more intimate relations are established between the university and the constituent colleges than is the case at present. To this end selected teachers from all the colleges, who

may be considered properly qualified for the purpose, should be given appropriate university status, and, together with the University Professors, Readers and Lecturers, should be spread over as members of the staffs of the constituent colleges. These will form a body of superior teachers who will distribute among themselves the work of the higher teaching of the University in the various branches of knowledge which they profess."

20. We were particularly anxious to ascertain the view of the college staffs on this proposal.

Many members of the Government College staff generally approved it.

Mr. H. L. O. Garrett, the Principal, agreed to giving the University a share in the senior appointments of the college, provided that the University were reconstructed. In his memorandum Mr. Garrett suggested that —

"the relations between the University Professors (other than those actually on the staffs of colleges) and the colleges should be more intimate I advocate a system of professorial fellowships (as at Oxford and Cambridge), each college having one or more University Professor assigned to it and paying a portion of their stipends."

Mr. G. C. Chatterji of the same college, has made the following suggestions :

"Under the scheme I propose the University would obtain the services of teachers competent to teach Honours and Post-graduate students either through direct appointments under their own control, or through arrangement with colleges which now employ them. I am inclined to believe that we have already in Lahore a sufficient body of highly trained and gifted teachers who would form an adequate staff for higher teaching under University control in almost all subjects. But as these men are scattered about in different colleges, their efforts are being dissipated. In my opinion higher teaching and research can only be developed if the teaching resources of all Lahore colleges are pooled together under the control of the University. If such a scheme is accepted, one imperative condition of its success will be the absolutely impartial selection of available teachers for university work on academic merits. If considerations of a proportionate share are allowed to intrude, the result will be worse than the existing state of things."

Mr. Madan Gopal Singh of the same college has made the following proposals :

“ The staff engaged in Honours and post-graduate teaching will consist of—

- (a) Professors, Readers and Lecturers directly appointed and paid by the University ; and
- (b) members, duly qualified, of the teaching staffs of affiliated colleges selected by the controlling authority to deliver a course of lectures on a given subject.. . .

The following procedure is suggested as a practicable scheme reconciling all claims :

- (a) On a vacancy occurring on the staff of a constituent college taking part in Honours teaching, the Governing Body of the college will make a reference to the Controlling Authority intimating the existence of a vacancy in a particular subject.
- (b) The Controlling Authority, with due regard to—
 - (i) the requirements of the subject for which the teacher is required ; and
 - (ii) the denominational policy of the college concerned,
 will recommend a panel of names, at least four in number, for final selection by the Governing Body of the college concerned.”

21. We have found it more difficult to ascertain the views of other Lahore colleges in this matter, mainly because proposals such as are contained in the foregoing paragraphs have not been under discussion. Dr. S. K. Datta, the recently appointed Principal of Forman Christian College, favoured closer intimacy between the colleges and the University, with the understanding that the University should have some voice in senior appointments to the college staffs.

On the other hand Professor Carter Speers, while advocating closer co-operation between the University and the colleges, deprecated any intrusion into the autonomy of the colleges.

Mr. Gulshan Rai of Sanatana Dharma College, Lahore, has made interesting proposals, though possibly with implications which differ from those of Dr. Bhatnagar :

“ I would therefore suggest that, in matters regarding (i) the financial stability of the colleges, (ii) the appointment and dismissal of the teachers, (iii) the appointment and

removal of principals, and (iv) the residence of students, the control of the University should be tightened. The time is fast arriving when, in order to organise higher university education, the resources of the different constituent colleges will have to be pooled. This can only be done when the financial stability of the colleges and the conditions of service of the teachers are unimproved."

22. The majority of persons in Lahore who are genuinely anxious for the reconstruction of the University would welcome a scheme which would provide a mobilisation of teaching resources and a central authority which would adequately represent and control the colleges under its aegis.

A *modus vivendi* is necessary, in which on the one hand the University will be enabled properly to maintain the standards and conditions necessary for the conservation, dissemination and extension of sound learning and science, while on the other hand the colleges will be enabled to maintain and develop their traditional influence upon the character and life of their students. This must be achieved in a scheme which will enable each college to become a more effective constituent in a more definitely organic university.

(v) *University Education in the Mufassal.*

23. Whatever be the future of the colleges in Lahore the development of degree teaching in the mufassal requires separate and special consideration.

There is a very definite belief among witnesses that the University is over-burdened by its wide and varied responsibilities, by the large and growing numbers of its students, and by the immense area of its jurisdiction. We must therefore examine carefully several suggestions which have been made to relieve the University of some of its onerous burdens and, in particular, to amend its function in the mufassal.

24. A few witnesses have suggested that relief should be given by the formation of one or more affiliating universities. Dr. E. D. Lucas, for example, suggested the possible institution of an affiliating university at Lyallpur. But the partition of the present university into a number of new affiliating universities would not be a satisfactory solution of the difficulty. Although it is generally admitted that universities of this type must continue in India, it is questionable whether they should now be multiplied.

It is extremely difficult to arrange the constitution and administration of universities in such a way that they shall not be dominated by local cliques. It is particularly undesirable to institute new affiliating universities in small centres, which necessarily lack variety of intellectual interests and activities, and where, in consequence, universities would be exposed to the grave danger of becoming immersed in local intrigues and faction. Such universities would also be apt to lower academic standards, which would be detrimental to the older universities as well as to themselves.

Communications, too, must be taken into account. Lahore is the railway centre of the Punjab; in spite of many extensions to the railway system in recent years, it is doubtful whether any other centre would be suitable as the headquarters of an affiliating university.

Expense must finally be considered. Mr. Madan Gopal Singh has given a salutary warning:

"I can see no advantage in multiplying overhead charges by establishing more university offices without any corresponding advantages."

25. Several witnesses, however, have advocated either the immediate institution of unitary universities outside Lahore, or the definite encouragement of certain colleges in mufassal centres with a view to their future development into unitary universities. Mr. H. L. O. Garrett, for example, has suggested Ludhiana and Lyallpur as suitable centres. Witnesses from the Khalsa College, as well as others, have suggested Amritsar; while Jullundur, Multan and Rawalpindi have been proposed for addition to the list of college centres which might be progressively developed for the relief of Lahore.

26. Before examining such proposals, we must review the past policy of Government and of the University in this regard.

We have already alluded to the recommendations of the Calcutta University Commission that certain centres should be given special encouragement, and that they should be regarded as sites of "potential universities." This idea was endorsed by the Maynard Committee, which suggested Peshawar, Delhi and Amritsar as suitable centres. Shortly afterwards the University also expressed a desire "to encourage the formation of such new universities"; but it deprecated

“ the idea of forming one University of Lahore incorporating the colleges in Lahore, and another university for the mufassal colleges.”

27. The University followed this policy for some years, during which no college was affiliated to the degree standard.

The policy was reviewed in 1927, when the Banarsi Das Peace Memorial College, Ambala, sought this higher status. The report of the University Inspection Committee on this occasion is therefore of importance :

“ Besides the merits of this particular application, a general question of policy is involved. The present policy of the University, as defined by Sir John Maynard, is not to start new degree colleges outside Lahore except at potential University centres. It is not for this Committee to discuss that policy or any possible modification of it in future years. The only point that has been considered is this. Assuming that certain degree colleges in the mufassal are justified by special circumstances, do any of these apply to Ambala ? There are degree colleges in what might eventually become University towns, *e.g.*, Amritsar and Peshawar, in large States, *e.g.*, Jammu, Patiala and Bahawalpur. There are degree colleges specially providing for a community, as, for example, the Khalsa College; for a separate administration, *e.g.*, Peshawar and Kashmir; and derived from an old foundation, *e.g.*, the Mission Colleges at Rawalpindi and Sialkot.

After a careful examination of the whole question we have come to the conclusion that there is no special reason for a degree college in Ambala.”

The Syndicate endorsed these opinions.

28. Two years later the same principle was invoked when the D. A.-V. College, Jullundur, applied for the higher affiliation.

The University Inspection Committee, after referring to the documents quoted above, made the following observations :

“ The present Committee understand that the same general principle holds good now that was applied in the above case two years ago. Does this college at Jullundur satisfy the general principle that extension should only be granted to colleges in centres which may be regarded

as potential University centres? It would seem that Jullundur is in no way a potential University centre.

The complaint is very generally made to-day that the B.A. standard is not as high as it was some years ago. If extension of affiliation were granted to this college there would be no good reason to refuse extension of affiliation to the B.A. standard to the colleges at Ferozepur, Ambala, Lyallpur, Multan and perhaps other centres. The Syndicate and University have to consider what the result will be upon the standard of B.A. teaching of the University as a whole. The D. A.-V. College at Jullundur is nearly two miles outside the city on the Grand Trunk Road. There is no reason why boys up to the ages of 18 or 19—the average age of passing the Intermediate Examination—should not be taught in the comparative isolation and in the absence of university atmosphere, found in the Jullundur D. A.-V. College; but from the Intermediate stage on, it seems important that the work should be done under the best possible conditions. It will be manifestly impossible for the D. A.-V. College to attract teachers of the highest standing and reputation to its service. The salaries are small, . . . there is no adequate library for a good teacher's use. Neither do we consider the grounds nor the buildings adequate for a degree institution. The present site occupies about 13 acres, as the 6 or 7 acres across the railway is at present only a sandy waste, and it would take thousands of rupees to develop it adequately. There are no cubicles in the boarding house, nor are there adequate bathing or latrine arrangements; the library consists of about 2,000 volumes, and the books are more suitable for the younger students.

But our main reason for not recommending the extension of affiliation is, because we do not consider this college, isolated as it is and having no prospects of having anything approaching a university atmosphere for years to come, to be suitable for the training of students to the degree standard.

This report is in no way intended to reflect upon the excellent work this institution is doing as an intermediate college."

29. The discussion of this Inspection report reveals that the Syndicate was beginning to waver in its policy:

"It was pointed out that the University during the past few years turned down applications for extension of affiliation up to the degree standard in the mufassal... On

the one side, it was pointed out that the increase in the number of degree colleges in the mufassal would adversely affect the standard of the B.A. examination and would thereby add to the already abundant supply of graduates, and that it might further complicate the possibilities of providing for the abler type of students better teaching in co-operation with the colleges and the University in Lahore. In certain mufassal centres no University environment could be created. Opinion was expressed that, instead of extending degree colleges in the mufassal, it would perhaps be advisable to disaffiliate some of the weaker degree colleges outside Lahore. When a real distinction between the Honours and the Pass work has been established, then the mufassal colleges might be encouraged to do the B.A. pass teaching. On the other hand, it was pointed out that the Lahore colleges failed to provide accommodation for all the students anxious to join the third year class, that the starting of numerous intermediate colleges in the mufassal had further aggravated the situation in that direction, that the concentration of students in Lahore was for a variety of reasons not very desirable, that under the Act each application made must be considered and reported on, that the standards of examination for the students in the mufassal and Lahore was the same and that the discouraging of a few degree colleges in the mufassal would not so control the supply of graduates as to improve their market value. Eventually the Syndicate appointed a Committee to report on the following:—

Under what circumstances, if any, the Syndicate would be justified to recommend the starting of B.A. classes in a mufassal centre, and what conditions, in that case, should be laid down to ensure financial stability and adequate teaching."

30. The Committee presented the following report :

" It is both wise and necessary that new degree colleges in suitable mufassal centres be permitted, provided, among other things the conditions for the affiliation are strictly fulfilled...

- (1) There should either be a separate endowment fund, that cannot be alienated so long as the college continues to exist, of Rs. 2,00,000, or a guaranteed annual income of Rs. 15,000 from an organised body of standing approved by the Syndicate. The guaranteed income is to be in addition to the annual income derived by the college in fees.

- (2) The institution should either possess adequate buildings, or adequate funds, in addition to (1) above, for the construction of necessary buildings.
- (3) A minimum expenditure of Rs. 1,500 a year for four successive years should be incurred in the purchase of books for the college library.
- (4) The initial staff should be approved by the University and all subsequent changes should be reported to the Syndicate."

The Syndicate accepted the report of its Committee, with certain modifications. The amount of the endowment fund was reduced to Rs. 1,50,000 and the guaranteed annual income to Rs. 12,000 in the case of a college teaching only the Arts subjects

The particular application for affiliation was then accepted and recommended to Government.

31. Government,* after some delay, acted upon the Syndicate's recommendation, but used the occasion to place its own views before the University :

" It will be observed from statute 21 of the Universities Act of 1904 that certain stringent and necessary conditions are laid down, the fulfilment of which is necessary before the affiliation of a college can be considered ; and that, in addition, the responsibilities of the University for the maintenance of standards after the award of affiliation are clearly defined.

It is understood that, during the last ten years, the University has paid much thought to this important matter ; and that it has been reluctant to consider applications from mufassal colleges for affiliation up to the degree standard in the belief that a real University and college atmosphere was required, and that standards might tend to deteriorate as a result of an increase in the number of such colleges.

On the other hand, it has been clear to the Punjab Government (Ministry of Education) from the proceedings of the University that no definite formula has been drawn up, and that there has been (as was natural) considerable difference of opinion as to the policy which should be laid down in this connexion.

Accordingly, in letter No. 12726-R., dated October 22, 1926, it was urged among other things that ' the development of University teaching suggests the necessity for reconsidering the relations between the University and

* Letter No. 21005-R., dated 4th December 1929.

its affiliated colleges especially those situated outside Lahore.'

The Punjab Government (Ministry of Education) are glad . . . that the Syndicate has now taken steps to arrive at a decision on this important matter. It is noted that, in its meeting held on May 1, 1929, and after considering the recommendations made by a committee specially appointed for the purpose, the Syndicate laid down certain specific and additional conditions which must be satisfied by a mufassal college before affiliation up to the degree standard can be recommended to Government.

The Punjab Government (Ministry of Education) have also given anxious thought to this question, and are prepared to agree to the conditions as formulated by the Syndicate on the understanding that in considering new applications for affiliation up to the degree standard the University will apply the statutory tests as well as the additional tests not only with strictness, but also in the spirit as well as in the letter. It is observed that the term 'suitable mufassal centre' is vague and scarcely capable of precise definition. Moreover, the phrase does not touch the essence of the matter. By far the more important point is the actual character and history of an institution. The tests for a degree college must be stringent, for the recognition of institutions, which cannot indubitably be classed as outstanding and as possessing and imparting the cachet of a degree college, can only result in a general lowering of the standards of degree teaching and of the estimation in which University education in the province is held.

In the opinion of the Punjab Government (Ministry of Education) a degree college should possess real qualities of permanence and stability; and there should also be a true college spirit and atmosphere in such an institution. Moreover, there is also an urgent necessity to ensure that these conditions shall be maintained after the award of affiliation, and that standards shall not be permitted to deteriorate. The Punjab Government (Ministry of Education) would therefore be glad if, in recommending such cases of affiliation in future, you would kindly enclose all the necessary information in regard to the statutory and other conditions, so that Government shall be in a position to carry out the obligation imposed on it by the Act."

32. The fear that, as soon as the conditions of affiliation to the degree standard had been relaxed, there would be many similar applications, was quickly justified.

In 1931, the applications of the Government intermediate colleges at Shahpur and Ludhiana, and Ramsukh Das College at Ferozepur for elevation were all accepted.

33. The University Inspection Committee stated in their report upon de Montmorency College, Shahpur :

" We heard a great deal about the need for simplicity and cheapness, with the spirit of which we agree ; but cheapness with ugliness, dust, white-ants and dilapidation is really not cheap but poor and worthless. These ruins are a distressing eyesore, and immediate steps should be taken to improve that area. With what idea is higher education to be linked in that backward area ? With ill-kept grounds and buildings, inadequate equipment and a dissatisfied staff which does not relish its exile ? That, surely, would be an unfortunate beginning for so laudable an enterprise.

' With colleges at Jhang 100 miles south, Lyallpur 100 miles south-east, Gupat 70 miles east and Campbellpur 100 miles north—this area is not out of reach of modern education, especially now that good roads and cheap lorry traffic are spreading. It is true that these colleges are as yet intermediate, but from the point of view of buildings, accessibility and prospects of further recruitment, they are better suited for being raised to the degree standard. It is not within our jurisdiction to enquire what are the reasons which have led Government, in these days of great financial stringency, to raise the Shahpur College to degree standard. We have merely to report on the minimum requirements which should be fulfilled before affiliation is granted by the University "

34. The following passages from the report of the University Inspection Committee for the Ramsukh Das College, Ferozepur, are equally cogent :

" A registered Trust was created in 1922 in which the Committee was named, i.e., the President for life was Lala Gowardhan Das and he could nominate his successor, three members of his family were to be his nominees, and three were to represent the Dev Samaj. There is no requirement in the Trust of stated statutory meetings. No reports to an outside body are required from the Governing Committee. It is clear from its history that the College owes its existence and its growth throughout to Lala Gowardhan Das.

The holding of Rs. 25,000 in a three months' Treasury Bill in one name—undesignated—seems to be a very unsatis-

factory way of holding Trust Funds. We saw no legal documents conveying the land and buildings to a Trustee Body.

The Committee thinks that while the letter of the requirements regarding the constitution of Trust Funds and a permanent body of Trustees which will guarantee stability to the institution has been fulfilled, it is very doubtful whether the spirit of the requirements has been met.

Among the staff there is no first division M. A., though all are good and faithful workers. None of them is on a provident fund, though it has been offered to them. The Library is used as a staff room. Mr.—is in charge of physical training, but probably little systematic work is done; he also is in charge of football and hockey. There is only one sports ground as yet and a volley-ball court.

Library.—Very unsatisfactory. The books are not classified or catalogued, and many are of little value to a college. The majority are novels. The papers and journals are inadequate and not well selected.

Physical training is neglected. Few games are played, as there are no proper grounds attached to the college. The plot inside is not large enough for a Middle School Hockey Field. The income from the Sports Fund gives an annual income to the college quite sufficient for great improvement.

The interest accrued from the endowment fund of Rs. 70,000 is not accounted for in the above statement. It appears from the Fixed Deposit Receipts that the money deposited at different places carries interest at 6 per cent. per annum, which means Rs. 350 a month or Rs. 4,200 a year. This sum during the last ten years must have amounted to Rs. 42,000, and is not shown anywhere in the accounts. At least the statement given to us for the year 1930-31 makes no mention of this item of income. The omission is significant."

35. We observe with surprise that the requirements of the University with respect to higher affiliation of colleges are not uniform, and that in at least one case the specific requirements have not been fulfilled.

The colleges in question possess buildings and grounds of greatly varying adequacy. Whereas the D. A.-V. College, Jullundur, and the Government College, Ludhiana, both possess some fifty acres, and the de Montmorency College, Shahpur, thirty acres, Ramsukh Das College, Ferozepur, has only five acres. The grounds and buildings of the latter

college would scarcely be adequate even for an Anglo-vernacular middle school.

The provision of staff in relation to the number of students shows an even greater disparity. We give below tables showing the number of students and staff (together with their qualifications and remuneration) in each of the four colleges :—

Serial No.	Name of Institution.	Number of students.	Number of staff	Qualifications of the staff with pay.
1	D. A.-V. College, Jullundur.	607	23	1 M A, Ph.D, 1 (240). 10 M As 2 (110). 2 (165). 2 (155). 1 (150). 1 (140). 1 (120). 1 (75). 1 B.A., Honorary. 1 M.A., L.L.B., (130). 1 M.A., M.O.L., (Shastri), (70) 1 H.A., H.P., (70) 1 M.A., H.P., H.U., (70). 1 M.Sc., (125). 1 M.Sc., B.T., (110). 1 B.Sc., (Hons.), (50). 1 M.A., B.T., (120) 1 F.A., J.A.V., P.T.S., (60) 1 Gatka Instructor, (20). 1 Shastri, (70)
2	de Montmorency Collge, Shahpur Sadr.	117	19	1 M.A., Ph.D., (525). 4 M As, 1 (680). 1 (175). 1 (375). 1 (250). 7 M.A., B. Ts. 1 (375). 2 (220). 1 (190). 1 (160). 1 (135). 1 (125). 2 M.Sc.'s. 1 (250). 1 (240). 1 B.Com. (190). 1 B.A., B.T., P.T.S., (180). 1 B.A., S.A.V., (135) 1 H.A., H.P., (70). 1 B.A., (Eng.), Hons in Punjabi (Gyani Trained), (Proficiency in Hindi), (64)

Serial No.	Name of Institution.	Number of students.	Number of staff.	Qualifications of the staff with pay.
3	Ramsukh Das College, Ferozepur City.	280	11	1 M. A., L.L.B., (200). 5 M.A.s 1 (100) 2 (110) 1 (125) 1 (150). 2 M A., M.O L 1 (75) 1 (90). 1 H A., H P., (91). 1 B A., (Trained) Librarian, (60). 1 Physical Instructor, Madras trained, (45).
4	Ludhiana Government College, Ludhiana.	373	27	1 M.A., Ph D., B.T., H. P., (140). 1 M.Sc., Ph.D., (375). 1 M.A., M.O.L., B.T., H.P., (135). 9 M.A.s, 1 (1,200), 1 (575), 1 (375), 2 (350), 2 (250), 2 (190). 2 M.Sc. + 1 (375), 1 (190). 1 M.A., B.Com., (190). 2 M.Sc., B.T.s, 1 (190). 1 M.A., B.T., (170). 1 M.A., B.T., (190). 2 B.A., B.T.s, 1 (135). 1 (120). 1 L.Ag., (135). 1 B.A., S.A.V., P.T., (130). 1 B.Sc., S.A.V., (135). 1 B.Com., (100). 1 S.D., Instructor in Arts and Crafts, (100). 1 S.G.C., Gymnastics Instructor, (70). 1 H.A., H.P., (240)

36. It is plain that the Government and the University have departed from the policy which was adopted and maintained while Sir John Maynard was Vice-Chancellor. Since 1931 the University has proposed to Government the raising of the status of three colleges, at Jullundur, Shahpur and Ferozepur, respectively, in opposition to the recommendations of its own Inspection Committees. This procedure, approved by Government, has definitely lowered the standard previously required for degree colleges, for it will be difficult to revert to a wiser procedure in future similar cases without being exposed to a charge of partiality. There is a grave danger that the Punjab will soon abound with inferior degree colleges, which will inevitably compete among themselves and cause a progressive deterioration of the standards of teaching and examination, thus swelling the ranks of unemployed, because unemployable, graduates.

37. Many witnesses share these apprehensions.

Mr. W. H. F. Armstrong, who has had much experience at Khalsa College, Amritsar, and at the Government Intermediate College, Lyallpur, stated that "degree colleges should be opened only in suitable centres. If such a policy were accepted, then such centres should be encouraged and developed."

Mr. Man Mohan, who has spent a long period of service at Patiala, Amritsar and Ludhiana, has given similar advice, and has suggested Multan, Lyallpur, either Jullundur or Kapurthala (preferably the latter), and Rawalpindi as suitable university centres.

Dr. E. D. Lucas has observed :

"The Punjab University has within the last four or five years affiliated four intermediate colleges up to the degree standard as follows :

- (a) D. A.-V. College, Jullundur.
- (ii) Ramsukh Das College, Ferozepur.
- (iii) Government College, Ludhiana
- (iv) de Montmorency College, Shahpur.

Owing to the rapid spread of secondary schools throughout the province, there is an increasing number of young people taking the M. S. L. C Examination. After passing this they find themselves at a loss to know what to do. In this way a wide-spread demand for collegiate education has arisen. With the present University system of standardised examinations conducted by an affiliating University, the mufassal college in an isolated place tends to become a mere cram-shop and degrades the significance of University education for the entire area. It is for this reason that I am opposed to the indiscriminate spreading of degree colleges throughout the province. . . . I am not therefore in favour of the policy of the University in affiliating these colleges, except in the case of the Ludhiana Government College, which is in a large centre and can select students with greater care and has proper equipment and staff."

Rai Bahadur Lala Durga Das is of opinion that—

"Public money is being wasted. . . . in opening colleges at places where they serve no useful purpose."

The Principal and staff of the Khalsa College, Amritsar,

"deplored the hasty multiplication of degree colleges in the mufassal, as unnecessary competition would detract

from the progress of the better colleges, and there was a danger of a general lowering of university standards."

The Anjuman-i-Himayat-i-Islam has also represented to us that—

"Lahore will continue to be the centre for higher education but obviously cannot accommodate all those who are anxious to receive such education. It is necessary, therefore, that in order to relieve Lahore of its present congestion, first-grade colleges should be established in different towns in the province."

When further examined, the Anjuman deputation revealed that their opinions were very similar to those expressed above. They suggested Multan, Lyallpur, Jullundur, Ludiana and Campbellpur as suitable places for degree colleges. They preferred Campbellpur to Rawalpindi because it is freer from insidious temptations to students than Rawalpindi, and also because it is an important railway junction and a convenient centre for students living at Mianwali and other towns to the south.

We stated to the deputation that the intermediate colleges, and, indeed, some of the degree colleges, had hitherto failed materially to relieve the congestion in Lahore, and that very many students from the mufassal still preferred to attend the Lahore colleges, though these were already over-full. The deputation contended that this was due to the fact that parents objected to their sons being compelled to change colleges at the Intermediate stage. They were confident however, that in the case of degree colleges this objection would not obtain, and that if the colleges were placed in well selected centres and if they were well staffed and supervised, they would be well-supported.

38. We considered the problem of degree colleges in the mufassal to be of such importance that we decided to make much more extensive tours than we originally intended.

Our first visit was to Khalsa College, Amritsar, not only because this college stands ahead of other mufassal institutions in the excellence of its buildings and playing fields, in the number of its students and in its traditions, but also because schemes for its conversion into a university had been placed before us.

The college is situated about two miles from the city. The Intermediate classes were formed in 1896, the B.A. classes

in 1899, the B.Sc. and the B.A. classes in 1905, and the M.A. classes in certain subjects in 1916. The object of the college is

“ to impart to Sikh youths an education that will tend to raise the status of the Sikh people, to maintain the Sikh religion, to promote morality and sobriety of life, to develop active habits and physical strength, and to produce intelligent and useful citizens and loyal subjects to the British Crown.”

There are at present 986* students in the college ; a large proportion of them reside in the college hostels.

38. At the commencement of our sittings we were supplied with a copy of an appeal to convert the college into a University—a request which was reiterated in the written evidence placed before us by the deputation representing the Managing Committee and Staff of the College.

The appeal opens with the statement that “ the idea of developing the Khalsa College into a self-contained centre of Sikh education is not new.” The original project was that the college should affiliate a number of “ feeder schools spread over the whole province and linked up with the mother institution by a system of grant-in-aid.” Certain events prevented the attainment of this ideal, and the Sikh Educational Conference, instead of the College, thereupon undertook this work of organisation. The authors of the appeal are of opinion that this was fortunate, for

“ thus,” they write, “ the task of the Khalsa College to stimulate the establishment of feeder schools has been accomplished by an independent organisation, and it is well that it was so. For, attached to the Khalsa College, the growth of these institutions would necessarily have been stunted.”

Khalsa College has therefore been freed from outside entanglements and has been in a position to devote all its energies to its own improvement. But in the opinion of the authors of the Appeal, the college has been impeded by fresh complications :

“ The recommendations of the Sadler Commission and the adoption of some of the most important of them by the Punjab University created a very peculiar position for the mufassal colleges in the Punjab. The old Honours courses were to be abolished under the new regulations, and all

* It includes 93 J. A.-V. students.

post-graduate work, organised on a higher scale, was to be concentrated at Lahore. The Khalsa College was left entirely out of the scheme on the consideration that it was 'a potential university.' It was felt that if we failed to develop the Khalsa College into a University, it would be reduced to the position of a second-grade college, without any Honours or M A classes. . . . Besides this, the Sikhs, apart from any religious consideration, have certain peculiar features and special needs, chiefly in their being a rural community and in their having a language question. Year after year, in our Educational Conference, we have been pressing the Government and University . . . to re-organise the system of education to suit the needs of the people, most of whom are agriculturists, but our cry has been a cry in the wilderness. We have found from long association with the Lahore University, that, constituted as it is, there is little likelihood of the questions of language and rural subjects being considered from a Sikh point of view.

40. Messrs. Man Mohan and Armstrong, who both served Khalsa College for a number of years, emphasised that the Sikhs are keenly anxious that it should be converted into a university of the unitary type. The same view was stated by the Khalsa College deputation, who added that other institutions in close proximity to the college should not, in that case, be prevented from being affiliated to another university, as has been done in Lucknow and Allahabad. Some witnesses, however, have objected to the formation of a university, as contemplated in the Appeal, on the score that it will be a communal university.

Messrs. Man Mohan and Armstrong stated that, owing to the rapid multiplication of Khalsa schools in the province and to the recent development of the two Khalsa schools in the city, the numbers in the collegiate school had decreased considerably, and they therefore suggested that the school classes should be transferred to the city. The school buildings so released could be used for the accommodation of the Intermediate classes, which could then be separated from the degree classes. In that case, the present college buildings, with a few alterations and additions, would be adequate for the contemplated university.

We were favourably impressed by the buildings and playing fields of the college, and were interested to learn from

the Deputation that the Managing Committee were considering the removal of the school classes to the city.

Our witnesses were of opinion that, with the exception of a few men, the staff is not of university standard. The salaries are low and, in consequence, men of suitable attainments are not often attracted to the institution. Perhaps not even the best available Sikhs are always recruited.

The deputation maintained, however, that the—

“staff is generally of a university standard. Rules have been framed whereby deserving members of the staff are given study leave in order to undertake advanced work in Europe. . . . The Managing Committee are always prepared to appoint non-Sikhs of distinguished merit, but whenever the qualifications are equal, the Committee naturally give preference to a Sikh. This does not mean that a suitably qualified non-Sikh teacher is expected to make way at a later date for a well-qualified Sikh.

We were pleased to find a comparatively large number of non-Sikh students (about one-third) enrolled in the college and students of the several communities mingled harmoniously. There had been some difficulty in regard to hostel accommodation for non-Sikh students, but this difficulty has recently been removed by the construction of an additional hostel.

Neither Mr. Armstrong nor Mr. Man Mohan felt confidence in regard to college finances, especially if the college were to be transformed into a university. Its revenue consists almost entirely of fees, a Government grant of about Rs. 50,000 and somewhat precarious subventions from certain Indian States. The subscriptions received by the Managing Committee are almost negligible. This account of the financial situation was confirmed by the deputation, whose members, however, hope that more financial support would be forthcoming as soon as the present depression had passed.

Messrs. Man Mohan and Armstrong agreed that the present Managing Committee is insufficiently representative of, and responsive to, Sikh opinion in the province, and that this weakness must be removed if a University is to be constituted. Mr. Wathen holds similar opinions, and has stated that in his time “the Managing Committee was dominated by a clique, and that it was not really representative of the Sikh community as a whole.”

The deputation gave the following account of the constitution of the college, which tends to justify the criticism of Mr. Wathen :

“ Any Sikh who contributes a certain sum annually towards the revenues of the college has the privilege of being a voter and of taking part in the selection of the Council. At present, there are about 500 such voters. The Council consist of 84 members from British districts. These (84 members) select six more members in order to complete the quota of 40 members to represent British districts. A similar number of members represent the Sikh States. Besides the above, there are 20 Life Members, equally divided between the British districts and the Sikh States. A donation of Rs. 5,000 gives the right to become a Life Member.

The President of the Managing Committee is selected by the Council. After selection, he nominates a large minority of the members of the Managing Committee, and the remainder are selected by the Council.”

41. We next visited the D. A.-V. College at Jullundur, to the elevation of which reference has already been made in this chapter.

Certain improvements have been made in recent years. The buildings have been considerably extended ; the hostels are large and airy ; some fifty acres of land have been acquired ; and an admirably designed library has been constructed.

We are doubtful, however, whether the institution yet possesses the material resources necessary for a degree college. At the time of our visit, the class rooms were very seriously over-crowded, though conditions in this respect are not worse than those of some colleges in Lahore.

The staff which consists of 23 members is inadequate to teach as many as 700 students.* Instruction must be given almost entirely in the form of mass lectures, and tutorial classes to the extent required are impossible. Moreover, though a certain number of the staff possess good qualifications, it is doubtful whether the pay and conditions of service are sufficient to attract and retain well qualified men. The salaries range from Rs. 50 to Rs. 240 a month.

*See table, pages 205—206.

42. Our next visit was to Government College, Ludhiana, which has recently been raised to the degree status. The college buildings are modern and admirably suited for degree work ; the laboratories are well equipped ; but the library needs extension—a matter which is engaging the attention of the Principal. There are fifty acres of land, and now that the water supply has been improved the playing fields, gardens and farm should soon be placed in good order. The College is already well attended and over eighty students have been enrolled in the first degree class. The hostel accommodation is satisfactory, though it may soon need extension.

College activities are vigorous ; there is an abundance of societies, and students are encouraged in many valuable interests.

The staff is generally adequate in point of numbers, there being 27 teachers and 373 students.* House accommodation for the members of the staff is fortunately becoming more readily available in the vicinity of the college.

43. We also visited Gordon College, Rawalpindi, which is maintained by the American United Presbyterian Mission. This college was established in 1902 and has good traditions. It is situated close to the town, but has a pleasant outlook over the Municipal Gardens. The buildings have recently been improved by the addition of a fine block containing the science laboratories and a commodious library.

The Principal, Rev. Dr. E. L. Porter, who has been with the college for more than twenty years, is now at the point of retirement. The staff is well qualified and appears to have stability, but has been outpaced by the number of students.

The Principal informed us that the missionary societies concerned with education have in recent years been considering the future development of the college.

At one time, a proposal to reduce it to the Intermediate status had been considered, but has now been abandoned. The Principal seemed to prefer a proposal to remove the Intermediate classes from the college and to concentrate on degree teaching. He urged, however, that if such a policy were carried into effect, it would be necessary to make suitable arrangements for the teaching of intermediate students.

* See table pages 205-206.

44. We were very unfavourably impressed by the Ramsukh Das College, Ferozepur, the recent promotion of which to a degree institution has already been discussed in this chapter. The founder, Lala Gowardhan Das, deserves high praise for his beneficent enthusiasm; but we must judge of the present achievement rather than of his aspirations. From this point of view we are strongly of opinion that the buildings, equipment and grounds are quite unsuitable for a college teaching students to the B.A. standard, and that the promotion of this college was premature and not well advised. The teaching staff is generally defective in qualifications, emoluments and conditions of work and service. The salaries range from a minimum of Rs. 45 per mensem to a maximum for the Principal, of Rs. 200 per mensem, and so far no member of the staff enjoys the advantage of a Provident Fund. The College lacks the amenities and surrounding circumstances which are essential for the proper achievement of its purpose, and its affiliation, even to the Intermediate standard, appears to have been scarcely wise, because of its depressing effect upon standards in the province.

45. Unfortunately we have not been able to visit Multan, which is one of the centres widely recommended by witnesses for the provision of degree teaching. We have been informed, however, that the present Intermediate college buildings and premises are well adapted for a degree college, and that the pre-university work would be carried out satisfactorily in the present Government High School.

46. We have made by no means a complete survey of the province, but we have seen and learned enough to justify the conclusion that degree instruction in the mufassal can be developed on sound lines, if the centres are well selected and encouraged, if unnecessary and extravagant competition is prevented, and if good standards of education are maintained.

CHAPTER VIII.

The Education of Girls and Women.

(i) *The importance of girls' education.*

In 1928 the Hartog Committee emphasised the vital importance of girls' education, with which we are in complete accord :

"The importance of the education of girls and women in India at the present moment cannot be overrated. It affects vitally the range and efficiency of all education. The education of the girl is the education of the mother and through her of her children. The middle and high classes of India have long suffered from the dualism of an educated manhood and an ignorant womanhood—a dualism that lowers the whole level of the home and domestic life and has its reaction on personal and national character.

The education of women, especially in the higher stages, will make available to the country a wealth of capacity that is now largely wasted through lack of opportunity. It is only through education that Indian women will be able to contribute in increasing measure to the culture, ideals and activities of the country."*

The Committee recommended that :

"In the interest of the advance of Indian education as a whole, priority should now be given to the claim of girls' education in every scheme of expansion."†

A few years later the Commission on Christian Higher Education in India made a similar recommendation :

"We believe that there is no more pressing need or more inspiring opportunity in the present educational situation in India than that presented by women's education. The resources at present expended on men's and on women's education respectively do not at all represent the proportion of the needs and opportunities of men's education and of women's education. We commend to all interested in the subject an earnest consideration of possible ways of rectifying this disproportion."‡

*Pages 150, 151.

†Page 347.

‡Pages 254-55.

It is a matter for keen regret that these valuable recommendations have passed almost unheeded. Many years must elapse in the Punjab, as in most other parts of India, before the present disparity in the education of the sexes is removed.

We are much indebted to our women witnesses, who have provided us with valuable memoranda on girls' education. We are the more disappointed that our male witnesses have almost without exception neglected even to refer to the subject.

2. In certain respects considerable advance has been made, and the Punjab Government has indubitably done much though not enough to improve and extend girls' education.

The number of girls in all institutions has risen from 75,182 in 1920-21 to 213,287 in 1931-32 ; and during the last quinquennium the enrolment has advanced by 84,407 girls, or 65·4 per cent. But quantitative advance, by itself, is no safe criterion of progress. We refer to a tabular statement included in Appendix C. The number of successful girl candidates in the Matriculation Examination has risen from 60 in 1923 to 408 in 1932, and that in the Middle School Examination from 416 to 1,900. These figures show conclusively that not only are more and more girls coming to school, but also that many are staying longer at school and are making better progress.

(v) Colleges for Women.

3. There are two degree colleges for women in the Punjab, both of them in Lahore.

The Kinnaird College is the older of the two, and was started in 1913 with Intermediate classes. Degree classes were opened four years later. The College is in receipt of Government aid and is maintained by five Christian Societies : the Zenana Bible and Medical Mission, the American Presbyterian Mission, the Church Missionary Society, the American United Presbyterian Mission and the Punjab Indian Christian Conference. Situated on Lake Road, opposite the University playing fields, the college is in healthy surroundings, but its accommodation is overstrained by recent admissions. There are six buildings of differen

sizes in the grounds, and these, together with a neighbouring house taken on lease, make provision for the library, classrooms and residential quarters of staff and students. The numbers in the college are :

First Year	..	..	..	51
Second Year.	..	..	..	33
Third Year ..	..	..	.	25
Fourth Year .	..	..	..	20
Total ..				129

Science is not taught in the college.

The College authorities have acquired a site of about twenty acres at the junction of Jail Road and the Canal. It is proposed to construct a good residential college with all the necessary amenities. If suitable encouragement is given to this enterprise, the Punjab will be benefited by the establishment of an institution which will compare very favourably with the best colleges for women in India.

We have been impressed by the excellence of the college work. There is a homely atmosphere about its life, due very largely to the residence of teachers in the college buildings. The library, tutorial arrangements and general organisation are satisfactory.

4. The Lahore College for Women, a Government institution, was opened in 1922, and is affiliated up to B.A. and B.Sc. standards. The science laboratories have been well constructed and equipped, and students are prepared for the Medical Intermediate group. The present strength is as follows :

First Year (Arts)	.	..	46
Second Year (Arts)	..	.	26
Third Year (Arts)	..	.	34
Fourth Year (Arts)	..	.	17
First Year (Science)	..	.	13
Second Year (Science)	..	.	11
Total ..			147

Though the buildings are fairly satisfactory, they are not in healthy surroundings. The staff is generally well-qualified, but a few of the teachers do not possess a Master's degree, which should be the minimum qualification in a degree college.

5. A Government intermediate college has recently been opened in Amritsar. Only four students have been enrolled in the first Intermediate class, but this paucity of numbers is due to the fact that the college was opened at very short notice. There is good promise that the numbers will rapidly increase. A Muslim lady of high academic qualifications and good educational experience is Principal of the College.

6. An increasing number of girls are seeking admission to men's colleges in Lahore, as the following figures show :

Government College ..	.	..	7
Forman Christian College ..	..	..	24
Dyal Singh College .	..	..	5
Central Training College..	..	..	11
King Edward Medical College ..	..	..	20
Total			67

A lady teacher has been appointed to the staff of Dyal Singh College, Lahore, to take special charge of the women students and also a share in the general teaching of the college.

7. The demand for college education has increased very rapidly in recent years. Miss I. T. McNair, Principal of Kinnaird College, has written :

“ The rapidity with which the movement in favour of women's education is going forward in the Punjab, is, I believe, without parallel in any other part of India. . . . It may serve to show how rapid the progress has recently been, if I illustrate from the history of the Kinnaird College. It opened intermediate classes in 1913 and B.A. classes in 1917. Yet during the fifteen years from 1913 to 1928—and until 1922 it was the only college for women in the province—it never had more than forty students, and it sometimes had less than thirty. Since 1928, the numbers have risen annually until they are now 129. They might have been twice that number, had we had more accommodation ; for in every one of these last five years many students have been refused admission through lack of accommodation. The number of our buildings has been increased every year for the last four years, but

we have not been able to increase our accommodation in proportion to the number of students seeking admission. The experience of Lahore College for Women has been the same as ours, and men's colleges both in Lahore and in the mufussal have opened their doors to women students."

It is most unfortunate that, just at the very moment when girls are more and more eager to benefit by college education, many applicants are refused admission every year. The need for increased accommodation in science is particularly great. The paucity of women graduates is reflected by the extreme difficulty in finding recruits for the staffs of the high schools for girls.

8. The comparatively small numbers have been a great advantage to the women's colleges and have enabled them to pay individual attention to students. The small hostel units have also been a great asset in fostering residential life of the right kind.

Many witnesses have stressed the advisability of meeting the increasing demand by opening new colleges rather than by marked enlargement of the existing colleges. The serious shortcomings of the large men's colleges should be avoided at all cost by the women's colleges.

9. The increased demand for accommodation could be met to some extent by extending facilities for co education in men's colleges. The Principals of those colleges for men in Lahore who have tried this experiment have expressed themselves in favour of its continuance and extension.

The younger generation is entirely in favour of co-education. The Punjab University Union have stated :

"We would strongly urge the introduction of co-education to a far greater extent than now prevails. Not only would it terminate the inferiority complex, from which the Punjab student generally suffers when in the presence of ladies, but it would also get rid of the various represses and complexes, which have such a bad psychological effect. Co-education is the prime need of the moment."

On the other hand, the Islamic Research Institute has declared itself "definitely against the co-education of boys and girls," and our only Muslim woman witness, Miss Ferozud-Din, has opposed the practice in no uncertain terms.

The Commission on Christian Higher Education in India have suggested a *via media* :

" We find a difference of opinion as to the best way in which this need may be met, some favouring women's colleges of the type now in existence, others preferring co-education. We believe that there is room for both methods ; but we would point out that if there is to be co-education, it must be real co-education with women members on the teaching staff alongside of men, and with such facilities for the women students as will enable them to have a real college life and not be merely appendages of a men's college "*

10. If the practice of co-education is to be extended, increased and improved hostel accommodation will be even more urgently required. The two women's colleges are unable to provide hostel accommodation even for all their own students. We are not unaware of the hostel on Abbott Road, which is maintained by the Young Women's Christian Association, and which is sorely in need of financial support. In any case, though valuable work has been done, the hostel is small, and can do but little to meet the large demand. The lady workers of the Association have written :

" We view with anxiety the increase in the number of women attending men's colleges, unless more satisfactory arrangements are made for their accommodation. . . . At the present time, in spite of the University regulations, there are women students living in private rooms or unrecognised lodgings. Such a state of affairs, besides being dangerous for the students concerned, makes the work of a recognised hostel, such as the Young Women's Christian Association Students' Home, more difficult."

The Central Punjab Branch of the All-India Women's Educational Conference have also emphasised the importance of better hostel provision for women students :

" The Conference would like to endorse what has been said by the Young Women's Christian Association. The value of a well-ordered social and corporate life cannot be over-estimated. A students' hostel should be very much more than a shelter where people can live and make what arrangements they please for food, personal comforts and well-being. If students are not properly

housed and fed, and if they live in an uncongenial atmosphere, their health is bound to suffer, and to this cause may be traced the fact that many students finish their college course with definitely impaired health. Their studios also suffer from irregular living arrangements. The necessity of adequate and wise chaperonage is also vital in a hostel for women students. In these days of new standards of freedom for women, every hostel for women students should be under the care of an experienced person, whose constant supervision guarantees that, while all due attention is paid to safety and propriety, scope is given for learning how to become adjusted to these new standards."

11. Many witnesses have discussed the desirability of making a distinction between the courses of study for men and women.

The Islamic Research Institute has expressed decided views :

"On the subject of female education, we want to stress the complaint so often and so widely urged by others, that the education of girls is being conducted on the same lines as that of boys, while the functions in life of the two sexes are going to be entirely different. No doubt, a certain proportion of our girls will become teachers in schools and colleges for women. But barring this proportion of girls, who should acquire higher education of the same quality and standard as that of boys, the great majority of our girls should be educated so as to become good wives and mothers. This would require a fundamental change in the curricula of female education at all stages, and possibly also a bifurcation at the higher stages between the education of those girls who want to enter the learned professions and those who want to look after their homes."

This is a somewhat narrow interpretation of university education. The purpose of a liberal education cannot be restricted to the requirements of domestic life. The proposal regarding the bifurcation of studies is scarcely practicable, as it is extremely difficult for a girl at the threshold of a university career to make up her mind once for all on such serious questions. It should be open for a girl at a later stage either to marry or to enter a profession, or even to change her situation in accordance with varying circumstances. In any case, a University training should be a means of gaining economic independence by married as

well as by unmarried women. This advantage would be lost, if the proposals of the Islamic Research Institute were accepted in their entirety. We have also been informed that, in the altering conditions of social life to-day, the possession of a degree is often regarded as an additional asset to a good marriage.

12. Punjab University has recently prescribed courses for the Diploma and Higher Diploma in Arts for women, but it is significant that no institution has yet sought, or is likely to seek, recognition for those diplomas.

The Diploma includes a three years' course for girls who have passed the middle stage in a secondary school. English, History (Indian and English), a modern Indian Language, Domestic Economy and Arithmetic are compulsory subjects, and any three of the following elective subjects may be taken : elementary Science (Physics and Chemistry), elementary Biology, Drawing and Painting, Geography, Music, Oriental Classics, a European language, and Handwork. Candidates may answer their question papers in Urdu, Hindi or Punjabi in all subjects except English and Science.

The Higher Diploma Examination is open to those who have passed the Diploma Examination and " have enrolled themselves in an institution recognised for this purpose." The subjects prescribed, all of which are compulsory, are advanced English, History, Biology, advanced Music, Art-work, Mother-craft, and Child Psychology.

The large number of subjects prescribed for the Diploma do not make it particularly attractive, and there seems little scope for such an examination. The Higher Diploma suffers from the handicap that it does not confer a degree, and that its holders need not have passed even Matriculation. Such diplomas can scarcely be considered to lie within the province of university education.

13. Many witnesses are opposed to any lowering of standards in the case of women students, and consider the concession of ' soft options ' undesirable. Miss McNair has written :

" On the matter of concessions regarding classical languages that have been granted to girl candidates appearing for the Matriculation examination, I think that it is a pity that there are special concessions made which lead

them to avoid the study of classical languages. It is interesting to notice that, in spite of these concessions, not a few of the University distinctions in the field of Sanskrit have been won recently by women students. If they are supposed, whether rightly or wrongly, to have little ability in Mathematics, they are also supposed to have a facility in languages. I have been struck by the unwillingness of the University bodies in the discussions of recent years to allow men students to study the vernaculars as examination subjects for the Intermediate examination. I do not wish to be dogmatic; but if knowledge of a classical language is demanded of men, it should also be demanded of women. If Hindi and Urdu are not considered subjects of a high enough standard for men, they are not high enough for women."

Miss K. B. Feroze-ud-Din, Principal of the Stratford Intermediate College for Women, Amritsar, holds similar opinions :

"Very great improvement is specially required on the vernacular side. The girls are allowed to take up Urdu in F. A. instead of classics, which is compulsory for boys. The nature of this particular distinction in this particular subject is beyond comprehension. If the girls can study English, Philosophy, History, Mathematics, Economics and Science like boys, why is it that their inferiority is being pointed out in the classics only, and this is a subject which is of vital importance to Indian life."

Flexibility in the courses is doubtless desirable. The Calcutta University Commission have given valuable guidance in this matter :

"We feel that there is ground for considering the desirability of adapting the courses of study in such a way that, without any reduction of standards, they may be made more suitable to the needs of women. This does not imply that women should be precluded from taking the same pass-groups or honours courses as men. But it does imply that there might be subjects included in one or two of the alternative groups which only women would be likely to take. We do not venture to discuss what these subjects should be, or what place they should find in the degree courses."*

We have included in Appendix H, as an illustration of an optional subject for women, the syllabus in Domestic Science which is prescribed in the Benares Hindu University. It

is based on lines similar to courses in Western universities, with modifications to suit Indian conditions. The inclusion of such a subject in the regular university courses would be likely to be successful in a country in which examinations outside the ordinary courses do not carry much value. It would also give training to graduates who wish to become teachers of Domestic Science in the schools.

Similar claims have been urged in favour of other subjects, such as Music and Painting, which have been accepted by other universities in India. These might perhaps be treated as extra optional subjects, enjoying the position which Military Science occupies for men students in Punjab University. The close proximity of the Mayo School of Arts and the Fine Arts Section of the Central Museum is an advantage which should not be neglected.

(iii) Secondary Education of Girls.

14. We have visited a number of girls' secondary schools, under Government and private management, and have been gladdened by the great awakening of interest in girls' education.

In the metropolis of the province, there are many girls' schools, whose enrolment is continually increasing. The Lady MacLagan and Victoria High Schools (both Government institutions) have each an enrolment of about a thousand girls, and afford eloquent testimony to the appreciation of girls' education. The Lady MacLagan High School is accommodated in fine buildings and in beautiful surroundings. The Victoria High School is located in an old Sikh palace in the city, which, though picturesque, has its limitations. Schools are also maintained by private agencies, such as the Kinnaird High School and the Sir Ganga Ram High School, which are making effective contributions to educational progress. The Punjab owes much to the generosity of the late Sir Ganga Ram, who included among his benefactions the Widows' Home, which is also a training school, contiguous to the Lady MacLagan High School.

Queen Mary College, Lahore, is a notable institution. It was established in 1908 by public subscription, and is maintained by the Punjab Government for the education of girls belonging to the higher social classes. The pupils, who include 30 boys in the kindergarten, number 220, and are educated from the earliest school age. A few of the older

pupils are being privately prepared for the Intermediate Examination by the college, which is not affiliated to the University. This college compares very favourably with the best institutions of the same kind in India.

We have also visited the Government High Schools at Rawalpindi, Campbellpur, Hoshiarpur, Jullundur, Lyallpur, Moga and Sheikhpura. Though further improvements in some of these schools are desirable, the buildings equipment and general arrangements are on the whole satisfactory. The high school at Hoshiarpur particularly attracted us.

The schools under private management which we have visited, the Kanya Mahavidyala and the Madrasa-tul Benat, Jullundur, and the Sikh Kanya Mahavidyala at Ferozepore, and the Mathra Das School at Moga, are good illustrations of the laudable efforts which private agencies are making towards the better education of girls.

The University foundations of girls' education in the Punjab can therefore be said to have been well and truly laid, though much still remains to be done for the building of the superstructure.

15. Several new Government High Schools for girls have been started even during the time of financial depression, which indicates the sympathy of the Punjab Government for girls' education. This welcome advance has been assisted by the fact that hostel, and sometimes even school, buildings are already available since, with improved communications and with the institution of boys high schools in rural areas, several existing hostels are no longer required for boys. In addition, now that a high percentage of trained men teachers has been attained, much accommodation hitherto used by the training classes for men is also available. During our tours we have seen such buildings, for example, at Gujranwala, where the boys' hostel—a fine building—was completely empty.

With the rapidly increasing number of girls in the middle stage, the creation of higher secondary schools should be considered. Miss O. C. Cocks, Principal of the C. M. S. Alexandra High School, Amritsar, has written :

"The time has come when the standard should be raised considerably. Girls are now able to pass the Matriculation at 14—15, and are not then fit to pass on to the University.

Something should be done to prevent entrance to the University before the age of seventeen. If the Final School examination were raised to a standard that was worth having, something might be done to stem the influx of women students into the University. Girls who have not the mental ability for University work are demanding to go to college. Unless some action is taken immediately, we are likely to be faced with the same problem with regard to girls as has happened in the case of boys If the standard of the School Final Examination were raised and the Junior Anglo-Vernacular Training Course were made wider and included more kindergarten work, the standard of teaching could be much improved."

Rajkumari Amrit Kaur also deprecates the practice of girls to leave school prematurely and enter a college, and has urged that the standard of Matriculation should be raised so as to correspond roughly with the Intermediate. This would—

"ensure a more disciplined training at an important age in the lives of both boys and girls, which would fit them for the temptations encountered in the wider sea of university life; it would relieve congestion in the colleges; it would weed out those who are not fitted for university education and eliminate those whose bent lies in other directions. . . . It would lessen expenditure for parents, and give boys and girls the chance of obtaining to the full the advantages of home influence and school discipline It would necessitate a more highly trained and efficient staff—a consummation devoutly to be wished. The natural corollary—a three years' course for the B.A.—would raise the standard of the degree in Indian Universities, also an essential need."

16. An increase of training facilities is essential to the progress of girls' education. The Hartog Committee dwelt on this point:

"One of the greatest needs of the Indian educational system is the need for more trained women teachers. They are needed not only for the teaching of girls, but also for that of little boys, since by general consent they are the best teachers for the primary classes in all schools. . . . In all the early stages women teachers are to be preferred to men. This is not merely because women understand their own sex better and can deal with girls with more knowledge, tact and patience, but

because a woman can enter into more intimate and informal relations with her pupils and can advise, stimulate and inspire in many ways not open to men. But there is another reason for the preference of women teachers. In the social conditions of India to-day a school staffed by women will inspire greater confidence in the parents and make them more ready to send their children to such schools. If only as a measure of propaganda, the employment of more women teachers in girls' schools is desirable."*

In the percentage of trained men teachers the Punjab shares with Madras the supremacy over other provinces, but in the case of women teachers it is still backward. The Hartog Committee† showed that, while 69·7 per cent. of the women teachers in Madras Presidency have undergone training, only 41·4 per cent. have done so in the Punjab. In the high schools of Madras Presidency, there are 867 women teachers, of whom 690 have been trained. In the Punjab the Junior Anglo-Vernacular training classes in the Kinnaird and Lady MacLagan high schools have done something to meet this defect, but much more should be done.

17. The gravest defect in the Punjab system is the absence of any special provision for the training of women graduates. Eleven women graduates are now being trained at the Central Training College, Lahore, but the Principal is doubtful whether, in the absence of special supervision, the number should be extended.

Many witnesses have referred to the necessity of a separate Training College for Women. Miss I. T. McNair has written :

"Many of the women who have enjoyed college education are now teaching in girls' schools. Many more graduate teachers will be necessary in days to come. It is much to be desired that there should be a women's college, where graduate women could be prepared for the teaching profession and from which they could take the B. T. degree. In such a college they could study carefully the problems of girls' schools in the Punjab. A good training college for women should at this stage do more than anything else to advance the education of girls and women in the province."

*Page 175.

†Pages 176-77;

Miss O. C. Cocks, of the Alexandra High School, Amritsar, has advocated the same measure :

"I hope the Commission will take up the problem of adequate teachers' training for women graduates. The present arrangements for the B. T. course at the Central Training College cannot be regarded as satisfactory. In the first place, there is no woman on the staff to present the special problems of women's education. Secondly, the course is too theoretical, and does not provide sufficient teaching practice. In similar institutions in England the students have daily practice throughout their course."

Mr. J. E. Parkinson, Principal, Central Training College, Lahore, has made the valuable suggestion that, as a temporary measure, much of the work of the proposed college could be done in co-operation with his college. But this compromise would not satisfy the requirements of purdah women. The Islamic Research Institute has observed :

"One of the immediate steps that the University can take is to found a training college for women teachers. The paucity of Muslim women teachers is telling adversely on the growth of female education among the Muslims, which can never be remedied unless we have such a college."

(iv) *Representation on University Bodies.*

18. Some of our witnesses have deplored the scanty representation of women on University bodies. Miss Feroze-ud-Din has pointed out that "Indian women have not been allowed to have their say anywhere in the University." There are now five women members of the Senate ; but this number is insufficient. if the University is to become responsive to public opinion. The virtual disfranchisement of nearly half the population cannot be defended.

The Calcutta University Commission proposed that a separate Women's Advisory Board should be instituted in the University, but it is doubtful whether such an innovation is required in the Punjab. The education of women has already taken firm root in the province, and there is every sign that it will continue to gather strength. The movement also receives strong support from the All-India Women's Conference and other similar associations. Women have the right to receive university education side by side with men, and many enlightened women would regret special treatment or concessions.

CHAPTER IX.

The Governance and Administration of the University.

(i) *Essentials of University Governance.*

It is necessary first to lay down certain principles, which are essential to the proper working of a university. We have been greatly assisted in this by the judgment of the Calcutta University Commission, which has defined the principles of university governance as follows :

“ Being a corporation of learning which exists for the service of the community, a university needs for its effective governance, organs of three types. In the first place, it requires a body to keep it in touch with all the varied requirements of the community. Spokesmen of the community must have the means of expressing its needs, though they may not know how far their demands are germane to university work, nor how they can be realised, nor their relative importance. Such a body should be advisory, critical and stimulating, but not in detail controlling ; for in so far as it is genuinely representative of the community it will not be, nor ought it to pretend to be, an expert body, but rather a body which makes its demands on the experts and asks them, if the demands cannot be met, the reason why. Its primary duty, therefore, is to make known the needs of a variety of interests, and to assist the university to be, as it should, a national institution. In the second place, a university needs statesmanlike guidance in the accommodation of means to ends and also in the provision of means ; and not less in mediation between the possible misconceptions of the public and the possibly too restricted outlook of the scholar. Thirdly, and above all, a university needs, just because it is a corporation of learning, the authoritative direction of a body of scholars. Here is the real heart of the university. The other elements may be, and have been, dispensed with, though not without loss ; this cannot be dispensed with without sacrificing the essential character of a university.”*

2. There are other matters which are essential to the well-being of a university. The mechanism of its adminis.

*Vol. III, page 220.

tration should not be cumbrous, making frequent and excessive demands upon the time of its public and academic representatives. Otherwise its teaching will suffer; public interest will become intermittent; and there will be a danger of its direction being controlled by those who are locally available and who alone have acquired the advantage of understanding the working of the machine. Though attention to detail is an essential concomitant to efficient administration, a university, more than any other institution, should not degenerate into a lifeless organisation, with its energies concentrated on matters of administrative routine rather than on the training of youth and the advancement of knowledge.

In university legislation a distinction should be made between matters of fundamental importance and those of routine. This differentiation enables matured consideration to be given to questions of policy and finance, while decisions on questions of routine should be made with reasonable despatch.

3. Again, the constitution of a university will depend upon its form. If the university is unitary, consisting of departments of study, the composition, functions and personnel of its various authorities will differ from those of a university composed of colleges with long and honourable traditions. If the university is mainly an administrative machine, or a device for the examination of candidates, the Government and Legislative Council should exercise greater control over its decisions.

(iv) Composition of the University bodies.

4. The Senate is the supreme authority and the Body Corporate of the University.

The Act of Incorporation of 1882 lays down in section 2 (still in force) that—

- (1) A University shall be established at Lahore, and the Governor-General for the time being shall be the Patron of the University.
- (2) The University shall consist of a Chancellor, a Vice-Chancellor, and such number of Fellows as may be determined in manner hereinafter provided.
- (3) The University shall be a Body Corporate by the name of the University of the Punjab, having perpetual succession and a common seal, with power to acquire and hold

property, moveable or immoveable, to transfer the same, to contract, and to do all other things necessary for the purposes of its constitution.

It is further provided in section 9 of the same Act (still in force) :

- (1) The Chancellor, Vice-Chancellor and Fellows for the time being shall form the Senate of the University.
- (2) The Senate shall have the entire management of, and superintendence over, the affairs, concerns and property of the University, and shall provide for that management, and exercise that superintendence, in accordance with the Statutes, Rules and Regulations for the time being in force.

The Indian Universities Act of 1904 maintained the Senate in supreme authority. In section 4 of that Act it is laid down :

- (1) Notwithstanding anything contained in the Act of Incorporation, the Body Corporate of the University shall consist of—
 - (a) The Chancellor ;
 - (b) [Applies exclusively to Calcutta.]
 - (c) The Vice-Chancellor.
 - (d) The *ex-officio* Fellows ; and
 - (e) The Ordinary Fellows—
 - (i) elected by Registered Graduates or by the Senate ;
 - (ii) elected by the Faculties ; and
 - (iii) nominated by the Chancellor.

(2)

- (3) The Body Corporate shall be the Senate of the University, and all powers which are by the Act of Incorporation or by this Act conferred upon the Senate, or upon the Chancellor, Vice-Chancellor and Fellows in their corporate capacity.....shall be vested in, and exercised by, the Senate constituted under this Act, and all duties and liabilities imposed upon the University by the Act of Incorporation shall be deemed to be imposed upon the Body Corporate as constituted under this Act.

At the same time the Indian Universities Act of 1904 changed the composition in the following respects :

- (a) The number of *ex-officio* and of Ordinary Fellows was reduced.

- (b) Ordinary Fellows were to hold office for five years (previously they remained Fellows till death or departure from India without intending to return).
- (c) Election of five Fellows by the Faculties and of ten Fellows by the Senate or the registered graduates.
- (d) Two-fifths of the Fellows elected and two-fifths of Fellows nominated by the Chancellor shall be persons following the profession of education.

Under the Act of 1882 numerous civil officers of Government were *ex-officio* Fellows. The Act of 1904 kept only the Chief Judge (now Chief Justice), the Bishop of Lahore and the Director of Public Instruction in the Punjab and such Chiefs of territories not comprised in British India as the Local Government may specify, the number of *ex-officio* Fellows not to exceed ten.

Lahore University College, founded in 1869 and incorporated in the University in 1882, aimed at "associating the learned and influential classes of the Province with the officers of Government in the promotion and supervision of popular education." Consequently a large number of the Fellows in the old Senate had little direct connexion with education. Their number was not limited, and they held office so long as they remained in India.

The Act of 1904 fixed a minimum number of forty Ordinary Fellows and a maximum of seventy-five. As fifteen were elected, it would have been possible to form a small Senate with only forty Ordinary Fellows, of whom at least 16 would have been persons following the profession of education and more than a third would have been elected.

Actually the maximum allowed by the Act was adopted at once, *i.e.*, ten *ex-officio* Fellows and seventy-five Ordinary Fellows. At first the Senate elected ten Fellows, but this privilege was transferred later to the registered graduates.

Thus the Senate now consists of—

- (i) The Chancellor, *i.e.*, under section 9 of the Act of 1882, the Lieutenant-Governor of the Punjab for the time being, now the Governor of the Punjab.
- (ii) The Vice-Chancellor, such one of the Fellows as the Chancellor may appoint in this behalf

- (iii) *Ten ex-officio* Fellows—including the Chief Justice, the Bishop of Lahore, the Director of Public Instruction, Punjab, and representatives of the Chiefs of the following States : Kashmir, Patiala, Bahawalpur, Jind, Nabha, Kapurthala and (presumably by a subsequent modification of the First Schedule attached to the Indian Universities Act of 1904), the Director of Public Instruction of the North-West Frontier Province.
- (iv) *Five* Ordinary Fellows elected by the Faculties, namely, of Oriental Studies, Arts, Law, Medicine and Science. The Faculties of Agriculture, Commerce and Engineering were constituted later and do not elect. Actually four out of the five are “persons following the profession of education.”
- (v) *Ten* Ordinary Fellows elected by registered graduates. (*Five* of these are educationists.)
- (vi) *Sixty* nominated by the Chancellor. *Forty-five* of these are persons who are, or have been recently, following the profession of education.

5. The executive government of the University is vested in the *Syndicate*.

The composition of this body is fixed by the Act of 1904, section 15, as follows :

- (a) The Vice-Chancellor as Chairman.
- (b) The Director of Public Instruction, Punjab, and
- (c) Not less than *seven* or more than fifteen Fellows elected by the Senate or Faculties so as to secure that a number not falling short by more than one of the majority of the elected members shall be heads of, or Professors in, colleges affiliated to the University.

The maximum number of *fifteen* was adopted, and these were distributed among the Faculties as follows :

Oriental	..	..	Four, including at least two college teachers.
Arts	..	..	Four, including at least two college teachers.

Law	..	..	Two, including at least one college teacher.
Medicine	..	..	Two, including at least one college teacher.
Science	..	..	Three, including at least two college teachers.

The newer Faculties, namely, Engineering, Agriculture and Commerce, are not represented.

The minimum number of Heads or Professors of Colleges is seven. At present there are nine of these ; the other six are members of the legal profession.

6. Fellows are assigned to *Faculties* by order of the Senate after consideration by the Syndicate. It is not expressly stated in the Act that every Fellow shall be so assigned, but in practice this is always done. The same Fellow may be assigned to several Faculties, but a convention has grown up that a Fellow shall not be assigned to more than two Faculties. Exceptions have recently been made in order to add to the numbers in small Faculties, such as Agriculture, Commerce and Engineering. Only persons with legal qualifications have been assigned to the Faculty of Law, and only medical graduates to the Faculty of Medicine. The Vice-Chancellor and the Director of Public Instruction, Punjab, are assigned to all Faculties.

Fellows sometimes desire to be assigned to more than one Faculty in order to gain another opportunity of election to the Syndicate, as well as another vote.

The Fellows assigned to a Faculty can add to their number "graduates in that Faculty and other persons possessing special knowledge of the subjects of study represented by that Faculty." The number of persons so added must not exceed half the number of Fellows in the Faculty. The Faculty of Law has not made use of this privilege, but all the others have added members, often up to the maximum allowed.

In order to be added to a Faculty a person must receive at least half the votes of the Fellows present at the meeting. Sometimes the candidates have been so numerous and the votes so evenly divided that some of the possible vacancies have not been filled, even after taking a second vote.

The number of members in the several Faculties* is :

<i>Faculty.</i>		<i>Assigned.</i>	<i>Added.</i>	<i>Total.</i>
Arts	..	65	22	87
Oriental	..	36	16	52
Law	..	13	Nul.	13
Medicine	..	31	14	45
Agriculture	..	10	4	14
Commerce	..	15	5	20
Engineering	..	11	4	15

If only those Fellows were assigned to a Faculty who possess particular academic or professional qualifications to deal with the subjects of that Faculty, the Faculties would be smaller, especially the Faculties of Oriental Learning, Arts and Science.

7. Before 1904 there were no *Boards of Studies* in the usual sense. The Syndics elected by a Faculty acted as a Board to recommend examiners and to settle objections raised to questions in examination papers.

There are now twenty-one Boards of Studies in various subjects. These consist of the University Professors of the subject or subjects with which the Board is concerned (or if there is no University Professor the University Readers) and six or seven members elected by the appropriate Faculty. The elected members must be members of a Faculty or degree teachers in a subject comprised in the Faculty concerned. (The University Professors were made *ex officio* members of the Boards of Studies by a recent regulation, whilst by a still more recent regulation the Boards were enabled, in special circumstances, to increase the number of their elected members from six to seven.) Two Boards are elected jointly by two Faculties, *i.e.*, History and Geography by the Oriental and Arts Faculties, and Mathematics and Astronomy by the Arts and Science Faculties. At least half the number of members of a Board of Studies in the Oriental, Arts and Science Faculties must be teachers of the subject, if such are proposed for election.

For a few subjects special arrangements have been made. For Military Science a committee of five persons is appointed by the Syndicate. The Hailey College of Com-

merce Committee has been given the functions of a Board of Studies in the Faculty of Commerce.

The Faculty of Engineering acts as its own Board of Studies.

8. A special *School Board* has been constituted to take over the functions of the several Boards of Studies and Faculties in respect of the Matriculation and School-Leaving Certificate Examination. The Director of Public Instruction, Punjab, is *ex officio* Chairman. There are eleven other members, who must all be members of some Faculty. Eight of these are elected : four by the Faculty of Arts, two by the Faculty of Science and two by the Faculty of Oriental Learning. The remaining three members are nominated by Government from among the members of any Faculty.

9. The *Academic Council* was originally instituted to deal with University Teaching in Arts and Science. Subsequently it has relieved the Syndicate of various other items of academic business.

It consists of the Dean of University Instruction as Chairman, fifteen Principals of Colleges, ten University Professors, two University Readers, seven degree teachers and seven members elected by the Senate. Only two of the members elected by the Senate are not teachers.

10. Of other bodies constituted by Regulation or by annual appointment the most important is the *Board of Accounts*. This consists of the Vice-Chancellor as President, the Dean of University Instruction, one representative of the Syndicate and three of the Senate, and the Registrar, who is Secretary.

The following bodies are constituted by Regulations : Law College Committee, Hailey College of Commerce Committee, Women's Diploma Board, Board of Moderators, Committees of Control for M. A. Teaching, Revising Committee.

The following are appointed annually or from time to time :

Professorships Committee, Building Committee, Boards of Control in Honours Schools, University Library Committee, Standing Committees dealing with discipline of students.

(iii) The Functions of the University Bodies.

11. Under the Act of 1904, the *Senate* remained the supreme authority with full powers of superintending every activity of the University and, if necessary, of overriding any action of the various bodies subordinate to itself. In practice it has become impossible for the Senate to discuss or even to sanction all these various details.

Certain matters are recognised as being necessarily appropriate for the consideration of the Senate: in particular, all changes of regulations; the annual budget and statement of accounts, together with the auditor's reports, and appointments of officers of the first class. It is debateable whether the Senate can or should vote additional expenditure which has not been recommended by the Syndicate; it has usually been content to refer a suggestion for increased expenditure to the Syndicate for report. The sanction of the Senate is required for special items of expenditure exceeding Rs. 2,000, and for reappropriation of a similar maximum sum to meet new expenditure on any single object for which no provision has been made.

Other matters are reported to the Senate, for example, lists of examiners, not for sanction, but to enable it to pass such general resolutions as may be considered desirable. In this category may be included the outlines of tests, together with the courses and text-books prescribed for all examinations. Though masses of these details are passed *en bloc*, objection can be taken, and sometimes has been taken, to particular items; but such items are usually referred back for further consideration. Again, under section 19 of the Act a private candidate, who has not completed a course of study in an affiliated college, can be admitted to an examination only by special order of the Senate. In practice, hundreds are admitted every year by a single resolution of the Senate.

The Senate has also delegated authority to other bodies by Regulation, especially in recent years. Instances of this kind will be given later in this chapter.

In all affairs, however, opportunities for the intervention of the Senate are provided as, for example, in the case of (a) many matters which the Syndicate deliberately refers to it for sanction; (b) the discussion of the budget; (c) the provision that any six Fellows may demand a special meeting of

the Senate "intimating the purpose for which such meeting is deemed to be necessary." This latter power has been exercised from time to time, but only in special circumstances and not in connexion with routine matters.

12. The primary functions of the *Syndicate* are (i) to act as the executive committee of the Senate, sending up matters for the orders of that body and carrying out its orders in detail, and (ii) to carry on the current business of the University, and generally to carry out the provisions of the Act of Incorporation, the Indian Universities Act of 1904, and the Regulations. With one exception, no proposal can be submitted to the Senate without first having been submitted to the Syndicate. The exception is found in Outlines of Courses and Courses of Reading recommended by the Academic Council. If, however, the Academic Council and a Faculty cannot agree, the matter in dispute must be referred to the Syndicate. Moreover, it is provided that no change in the subjects of examination, or in the number of options, shall be recommended to the Senate without the approval of the Syndicate—the object of this being to control the expense of the examinations. In actual practice the recommendations of the Faculties are nearly always approved by the Academic Council, and the Syndicate has not raised objections to additional papers on the ground of expense.

The principal independent functions of the Syndicate are (i) appointment of examiners in accordance with Rules approved by the Senate; (ii) the sanction of special items of expenditure not exceeding Rs. 2,000, reappropriations from one budget head to another being reported to the Senate; (iii) the appointment and removal of officers drawing less than Rs. 250 per mensem, whose posts and salaries are provided in the budget. (The clerical staff with a maximum salary of Rs. 100 per mensem is appointed and removed by the Vice-Chancellor; in the event of a dismissal an appeal lies to the Syndicate, whose decision is final); (iv) the condoning of deficiencies in attendance at lectures and the like, the exclusion of unfit persons from examinations, the settlement of cases of the use of unfair means in examinations and of disputes and doubtful points in connexion with examinations and the work of examiners; (v) to give rulings with regard to the interpretation of Rules and Regulations, and to make rules with regard to a variety of matters;

(vi) to arrange for the inspection of the affiliated colleges, to consider inspection reports, and to call upon colleges to take specific action under section 23 of the Act.

13. The functions of a *Faculty* are to propose or report on changes of regulations affecting the examinations in the subjects included in that Faculty, and to propose outlines of tests and courses of reading. No Faculty has authority to give a final decision on any matter. Every recommendation of a Faculty goes either to the Syndicate or to the Academic Council and then in general to the Senate. Objections to the recommendations of the Faculties are exceptional, and are usually on general lines rather than against particular items. The Syndicate is understood to have the executive power of cancelling any book that is discovered to be objectionable from a general, moral, or particular religious point of view. Faculties elect Boards of Studies, and the Fellows assigned to certain Faculties elect Syndics.

14. *Boards of Studies* recommend courses of study and persons to be appointed as examiners, besides exercising important general functions in regard to their subjects. The lists of examiners submitted by the Boards are scrutinised by the Revising Committee. The revised lists of examiners are usually accepted by the Syndicate. Members of the Revising Committee have complained that they have insufficient time for a thorough study of the lists submitted by the Boards and for making enquiries when changes are necessary under the rules or are considered desirable. The Boards of Studies, on the other hand, are inclined to resent all changes made in their own lists without any reference to them.

15. The *Academic Council* was established to organise University teaching in the Faculties of Arts and Science, and to promote research. It has the duty of advising the Syndicate regarding the creation or abolition of University teaching posts in these two Faculties, and regarding proposals for new expenditure on University teaching, including grants to colleges which contribute to University teaching. The Academic Council has now the duty of prescribing courses of study for Arts and Science examinations other than the Bachelor of Teaching examination; but this power is subject to the approval of the Senate. It controls the University Library, except in financial

matters including appointments ; frames or proposes rules relating to a variety of academic matters ; approves subjects proposed for a doctorate ; recognises the examinations of other Universities ; settles or advises on a number of academic questions which may arise. In regard to teaching, the Academic Council approves programmes and time-tables proposed by the Boards of Control, Committees of Control, and Colleges concerned.

Changes and regulations proposed by the Arts and Science Faculties are discussed by the Academic Council before the Syndicate refers them to the Senate.

16. The *Board of Control* of an Honours school consists of the University Professor or Professors and Reader or Readers in that Honours school and a small number of teachers appointed by the Syndicate. The function of such a Board is to admit candidates, to determine their promotion or their reversion to the Pass course, and to draw up the programme of work for approval of the Academic Council. The *Committee of Control* for M.A. teaching in any subject not provided for by a single college consists of the University Professor or Reader in that subject, together with the Head of the Department in each College taking part in the approved programme of instruction. Such a Committee of Control is the authority empowered to admit students to the class and to draw up the programme of teaching for approval by the Academic Council and to certify the candidates for the examination.

17. The main functions of the *Board of Accounts* are to prepare the annual budget, to report to the Syndicate with regard to the Auditor's remarks and the annual statement of accounts. The Board has the power to sanction the expenditure of sums of money voted by the Senate on objects for which they have been voted, and to sanction new expenditure not exceeding Rs. 500 on any one item. All proposals for new expenditure must be considered by the Board before they are submitted to the Syndicate.

(iv) *The Need of Devolution.*

18. In the existing constitution, as we have seen, the Senate is the supreme governing body of the University ; in the strictly legal sense, it is the University. In consequence, business is concentrated in the hands of the Senate, or of the

Syndicate, which is the Executive Committee of the Senate. The other bodies, particularly the Academic Authorities, possess merely advisory functions.

The Academic Council, though created "to organise university teaching in the Arts and Science Faculties and to promote research," has very little opportunity, in the absence of real power, to be of effective service. Mr. H. L. O. Garrett holds that—

"the dismemberment of the Syndicate... to surrender power has reduced the Academic Council to a body of little importance."

Some witnesses have represented that the Faculties, again, serve merely as electoral colleges. Mr. Garrett writes :

"These bodies are merely debating clubs of very doubtful value. Their principal function appears to be to delay matters, which should be settled by the Academic Council, and to act as residuary legatees of stray business from the Syndicate."

Professor Carter Speers shares this opinion :

"I cannot see that the Faculties have any necessary function, and they might very well be omitted. From an academic standpoint the Boards of Studies and the Academic Council are the necessary bodies."

In recent years the University has been conscious of practical difficulties arising from the centralisation of business, and has tried to devise means for relieving congestion of work in the Senate and Syndicate, and at the same time to vest more power in the Academic Authorities. But these efforts have been hampered by the reluctance of the Senate and Syndicate to surrender power to the Academic Authorities, and also by the incapacity to constitute authorities co-ordinate with the Senate, as such action would be repugnant to the spirit, if not to the letter, of the existing Act.

An essential feature of all recent university legislation in India is the separation of the academic and non-academic functions, entrusting them to two different bodies of co-ordinate authority. This has the advantages of (i) simplifying the constitution, (ii) associating educated public opinion in a larger measure with the general affairs of the university and (iii) as a necessary consequence, entrusting the purely academic matters to those most competent to deal with them.

19. In 1927, a Committee, generally known as the Functions Committee, consisting of the Dean of University Instruction and the two Registrars, was appointed to make recommendations on the functions and procedure of the various University bodies.

In the preamble of their report the Committee indicated that, though some relief could be given by changes in the Regulations and by establishing conventions, effective improvement could only be made by changes in the Act itself. They stated :

“ These matters were considered, in the first instance, with a view to the possibilities of a new Act ; but as legislation might be delayed, and there seemed to be an urgent need of some measure of simplification in University machinery, those proposals which involve changing the Act have been clearly distinguished from those which could be effected by regulation under the existing Act. Certain changes can be made by regulations, and the body of this Report deals mainly with those. At the same time the whole work of the University has been examined from both a practical and a theoretical point of view, independent of the trammels of the existing constitution. It is thought that the suggestions based on this examination may be of use when the constitution is amended, even though this should be delayed for some time.”

20. The Committee then alluded to the mass and variety of the Syndicate's work, and to the length and variety of the Senate's agenda papers, which resulted in confusion and delay. But the most helpful point which they emphasised was that the authority of the Senate on matters of importance is reduced by complicated procedure and by congestion of work. The Senate is so largely occupied with the multiplicity of references—very often of a routine nature—that it has little time to discuss, or even to understand, matters of fundamental importance to the University. The Committee reported :

“ If a very large mass of business, including a great deal of detail, is laid before such a body, it is impossible for members outside Lahore to take their full share in the work, or, in fact, for the Senate as a whole to exercise that general control which may be specified by particular regulations. Moreover, when the number of items laid before the Senate is considerable, it is hardly possible to furnish full explanations or to circulate such papers as would be needed to make the business intelligibl

to anyone who has not already dealt with it elsewhere. The mere circulation of a large number of Proceedings of various bodies does not serve the purpose. Even to the initiated it is sometimes difficult to trace an item of business through a whole series of inter-locked Proceedings."

It was suggested that the Senate should be relieved of the following duties which have been required by the Regulations :

Approval of Courses of Reading and Outlines of Tests ; appointment of Examiners ; appointment of Research students ; approval of examinations as equivalent of the M.S. L.C. ; appointment, leave, and bonus for officers of Class B ; sanction of number of scholarships (except as a financial provision) ; previous sanction of items which may or may not be included in the budget.

All these suggestions, except the first, were adopted in 1928. The change of a single item in the list of books initially recommended by the Board of Studies was considered consecutively by a Faculty (Arts and Science), the Academic Council, the Syndicate and the Senate. In a great majority of cases no change is made by the Faculty, and rarely, as we have seen, has any objection been made at the later stage. Nevertheless, the Senate was not willing to surrender its power in this matter, as there was a feeling that its control was in accordance with the intention of the Indian Universities Act, 1904. The Senate adopted the suggestion that, pending the amendment of the Act, certain matters, which required the approval of the Senate but could not be conveniently discussed by that body, should be disposed of by being taken *en bloc* in a single item. This device has been applied to lists of extensions of affiliation, to lists of private candidates and to lists of minor amendments of the regulations to which no objection has been made.

The writers of the report recommended modifications in the procedure of affiliation and in the constitution and functions of the Faculties. As these matters involved the passing of a new Act, they were not considered by the University.

21. With regard to the Syndicate the Functions Committee suggested that—

"As the chief executive governing body of the University, this body should be specially responsible for the management of property, for finance, and for appointments. This is

the appropriate body to make rulings with regard to procedure, with regard to the meaning of regulations, especially when these are conflicting, and to act as a Board of Reference in the case of any dispute between University bodies or officials. Having in view this function of ruling on doubtful and disputed points, the Syndicate should scrutinise all regulations submitted to the Senate and also examine all rules made by other University Authorities. The Syndicate is responsible (in practice) for the affiliation of colleges and for bringing pressure to bear on colleges for the maintenance of certain standards of efficiency. This is partly an academic function, but we do not advise that this responsibility of the Syndicate should be transferred to any other body."

In order to relieve the congestion in the Syndicate agenda and to afford opportunity for the fuller discussion of more important matters specially concerning the Syndicate, the following methods were proposed :

- (a) Certain functions should be delegated to the Academic Council. A few items were agreed to by the Senate, but it was not agreed that Inspection Reports of Colleges should be discussed by the Academic Council, nor was the Council given the right of final approval of Courses of Reading and Outlines of Tests. The power to dispose of applications for transfer to other colleges, for permission to join late, and the like, was transferred to the Vice-Chancellor.
- (b) The Board of Accounts should function as a Standing Finance Committee. The recommendations under this head were in the main accepted, and the powers of the Board of Accounts were increased.
- (c) Unanimous decisions of the Standing Committee on unfair means and other disciplinary matters should be final. This was accepted, and in case of difference of opinion the Vice-Chancellor was given the power either to decide the matter or to refer it to the Syndicate. This change has probably saved more time than any of the others.
- (d) The powers of the Vice-Chancellor should be increased. Most of the recommendations under

this head were accepted. In addition to those already mentioned, the most important are—

- (i) the appointment, leave and removal of members of the Clerical Staff in sanctioned posts where the maximum of the grade does not exceed Rs. 100 ;
- (ii) admission to degrees in absence ;
- (iii) sanction of items of expenditure not exceeding Rs. 200 and provisional sanction of larger sums to be reported at the next meeting of the Syndicate ;
- (iv) advances from the Provident Fund in accordance with approved rules ;
- (v) award or re-award of scholarships.

22. The Functions Committee recommended that even under an amended Act the Syndicate should continue to be the chief executive body of the University and should continue to control the machinery of examinations. It was also presumed that all Regulations, including those relating to academic matters, should require the sanction of the Senate, and that all rules of any kind should be subject to the approval of the Syndicate.

Many minor regulations and amendments of regulations are, as we have seen, passed *en bloc* by the Senate without discussion, and are probably sanctioned by the Government after perfunctory examination. There should be a distinction between (i) legislation which is of sufficient importance to require the consideration of the Senate and the sanction of the Government and (ii) regulations of less importance and ordinarily of less general interest.

Before the Act of 1904 the University had Statutes, as well as Rules and Regulations. As, however, the procedure for making Statutes was identical with that for making Regulations, the distinction was not regarded as important and in accordance with language of the new Act, so the term Statute was given up. It is generally maintained that it should be revived and applied to the more general enactments of the Senate, sanctioned by the Government. The University has made a distinction between Regulations and Rules, the latter term being used for minor matters and for matters in which frequent adjustment is necessary, *e.g.*, in the rates of remuneration to examiners. Rules may be made

by the Syndicate and approved by the Senate, as, for example, in respect of the appointment of examiners ; or they may be made by some other body, *e.g.*, Rules for the University Library, which may be made by the Academic Council and approved by the Syndicate.

The distinction which is at present made in the University between Regulations and Rules is not sufficiently clear and logical. It would be an advantage if these grades of enactment were to be differentiated according partly to the importance of their subjects and partly to the authority which sanctions them. There are three clearly distinguishable levels of importance in this respect, which in various Indian universities—as, for example, that of Allahabad—are indicated by the use of the terms : Statute, Ordinance and Regulation. If the term “ Statute ” is revived and the term “ Ordinance ” is employed to signify an enactment of less fundamental importance, the term “ Regulation ” can be applied to still less important or more restricted subjects.

In such a system *Statutes* are concerned with matters of fundamental importance, such as the powers and duties of the authorities, and the designations and powers of the officers of the university. A Statute would be passed by the Senate on the recommendation of the Syndicate, but would have no validity until it had received the assent of the Chancellor.

Ordinances would relate to such matters as the admission of students, the conditions and mode of appointment and duties of examiners, etc. They would be made by the Syndicate, but would need to be submitted to the Senate and the Chancellor. The Senate could cancel an Ordinance by a fixed majority, and the Chancellor could disallow it after the Senate had expressed its opinion.

Regulations would be made by the Authorities and Boards of the University consistently with the Act, Statutes and Ordinances. They would be concerned with such matters as the procedure of their meetings and all other matters solely concerning such Authorities and Boards. The Syndicate would have the power to annul such Regulations or to direct their amendment. These minor matters should not require the consideration of the highest Authority of the University.

(v) *Defects in the Composition of the University Authorities.*

23. There is abundant evidence that the personnel of the *Senate*, as at present constituted, is unsatisfactory. We have already referred to the proposals which were made in 1924 by a committee appointed by the Syndicate for the purpose of reconstructing the Senate.

A large section of the Fellows opposed these proposals, mainly on two grounds. In the first place, Dr E. D. Lucas, Professor Myles and Mr. E. Tydeman, among others, urged that there should be "no piecemeal legislation," that the functions of the several University bodies should first be defined, that a more comprehensive scheme of University reform should be formulated by an impartial committee. In the second place, Dr. Khalifa Shuja-ud-Din has told us in evidence that acceptance of the proposals would have depressed still further the position of his community, and that the Muslim Fellows opposed them mainly on those grounds. While they agreed to an increase in the elective element of the Senate, they also demanded the right of representation by means of a separate electorate. At the same time they agreed that a more comprehensive reform was needed.

The Committee's proposals were accepted by a majority of one vote, but legislation was not undertaken, because Government thought that it was "undesirable to introduce legislation on the basis of proposals about which there was so substantial a difference of opinion in the University itself;" and also that legislation "should be undertaken only after all the problems presented by the position of the University had been considered."

24. Apart from the question of functions, which has already been discussed, many witnesses have asserted that the Senate, as now constituted, is unsatisfactory in several ways.

Mr. Garrett and other witnesses consider that the University is dominated by the legal element. Though this element is very strongly represented on the Syndicate—a matter which we shall discuss later—the actual number of "men of law" in the Senate does not seem disproportionately large.

25. Some witnesses have urged that the representation of teachers on the Senate is unduly small. This complaint is unjustified as there are 52 teachers out of a total of 85.

Surprise has been expressed that University Professors have to depend upon the chance of nomination in order to become Fellows. For example, Mr. Garrett has advocated "a reduction in the legal element by the substitution of more teachers and representatives of academic interests.... The present position, by which a University Professor or senior teacher of a college has sometimes to wait for years for a seat on the Senate, is absurd." It will be remembered in this connexion that the Syndicate Committee recommended *ex officio* Fellowships for University Professors.

26. Affiliated colleges should have an organic relationship with the University. The principle of institutional representation was accepted by the Syndicate Committee, and has been endorsed by many witnesses. For example, Dr. Porter, Principal of Gordon College, Rawalpindi, has deplored the lack of contact between the University and the colleges, especially those outside Lahore, and has proposed that affiliated colleges should receive the right of returning a number of representatives commensurate with their financial and academic position.

27. The Punjab is mainly a rural and agricultural province, therefore living contact should be maintained between the University and the rural areas. At present mufassal Fellows are few, and even these are gravely inconvenienced by the procedure of the Senate, which entails frequent absence from their work and homes.

It is not surprising, therefore, that the few mufassal Fellows tend to lose interest in the University, and that power has become more and more concentrated in the hands of those resident in Lahore. This point of view has been advanced by Rai Bahadur Chaudhri Chhotu Ram, M.L.C., who has suggested that mufassal representation would be improved, if the Senate met less frequently, if meetings were held, if necessary, on consecutive days, and if agenda papers were prepared in a more helpful manner than at present.

28. In order to increase mufassal representation many witnesses have suggested that local bodies should be represented on the Senate. Some witnesses have favoured the

representation of each District Board and first class municipality, while others have proposed that these bodies should be grouped together for the purpose of election. All, however, have insisted that suitable academic qualifications should be required from all candidates, and that a local body or bodies should not necessarily elect representatives from among their own number.

We have gathered that such representation in the Senates of certain other Indian universities has not been entirely satisfactory.

29. In his Convocation Address, Sir Malcolm Hailey regretted that—

“There seems to be no close touch between the University and the large landowning families of the Province—a class to which university life in Europe has always made a special appeal”

Mr. Garrett has similarly regretted that—

“There is no liaison between the University and the territorial aristocracy who form the backbone of this essentially agricultural province I should like to see the large legal element substantially replaced by some of our leading landowners. . . . Such an arrangement would give the University a character much more representative of the Province.”

Many witnesses have supported these suggestions. Khan Bahadur Mian Ahmad Yar Daultana, M.L.C., agreeing with this view, has pointed out that, in the new political constitution which is under preparation, a constituency representative of the chief landholders of the three major communities would be included, and suggested that such a constituency might also be suitable for the University.

30. Many witnesses have remarked the fact that the Legislative Council of the Province has no representation on the Senate, and have observed that the absence of such representation has been to some extent responsible for past misunderstandings and friction between the Council and the University. They have supported such representation on the grounds that university grants are discussed and university legislation is undertaken by the Council, and that increased harmony would be likely to result.

31. Several public and educational associations are unrepresented on the Senate. For example, it is essential that the University should be in close touch with the world

of business and commerce, yet the Chambers of Commerce find no place on the Senate. Again, the various professional interests should not be neglected, and therefore the Medical Council, Teachers' Associations, and the like, should receive representation. Again, one of the most important developments in recent times has been the growth of co-operative credit societies; representation of the Co-operative Union would bring the University into closer touch with this valuable movement. We would also include bodies which embrace educational activities.

There are five women Fellows. This number is inadequate, especially as great progress is being made in girls' education, and several Women's Associations have been formed for the purpose of stimulating intelligent interest in and support for the cause of female education.

32. We now turn to the representation of communities, in regard to which we have received much conflicting evidence. We give the present numerical representation of each important community in the Senate as supplied to us by the Registrar of the University :

Europeans (including Americans)	..	25
Indian Christians	..	3
Hindus	..	25
Muslims	..	28
Sikhs	..	8
Parsi	..	1
		<hr/>
Total	..	85

In the debate in the Legislative Council which discussed the appointment of this Committee, many members were keenly anxious that communal considerations should not be introduced into the management of the University. The Minister for Education stated :

"A university has to look after the interests of all sections in the province, and if we are to judge from what has been said on the floor of this House to-day it is really worth considering whether that confidence is there in the minds of all sections of the House.....I must make it absolutely clear, and I must appeal to all sections of the House, that the university is an institution which

must be kept always above communalism. It is an institution to look after the education of this province, and perforce it must be manned by educationists without any distinction of caste or creed "

Many non-Muslim witnesses, not exclusively Hindus, have represented that communal distinctions should not be introduced into a seat of learning. Mr. Mukand Lal Puri, M.L.C., has told us that there is "no trace of communalism in the University," and that "there is perfect harmony" in University discussions. The Hindu community has the largest number of graduates, educational institutions, students and teachers. It has been argued that, because many of the Hindu members are men of outstanding capacity, they take a prominent part in the councils of the University. For example, Mr. Brij Lal has stated that the Hindu community has provided some of the ablest members of the Senate and that, therefore, "ability dominates."

This view has been strongly expressed in a memorandum submitted by 26 Fellows :

"In view of the reported advocacy of certain opinions on the constitution of the various executive and academic bodies that taken together mean the University, we wish to express our emphatic opinion that any constitution that does not fully respect this fundamental object, or is influenced in any substantial measure by considerations foreign to this object, can only prove fatal to the University.

In a properly constituted University, as we conceive it, there ought to be adequate representation for (i) University Professors, (ii) teachers in affiliated colleges with particular weight for degree colleges, (iii) registered graduates, (iv) head masters in recognised high schools, (v) managing bodies of affiliated institutions, (vi) the public at large through representative public men and pioneers in different walks of life elected by the Senate. This representation, in our opinion, must be on a fully democratic basis, regardless of communal considerations, and must not be so arranged as to produce any desired communal bias."

In theory this opinion cannot be controverted, but in the peculiar conditions of the Province there is another side to the question, which has been represented with equal conviction by other witnesses.

33. Muslim witnesses have expressed strong dissatisfaction with the present number of Muslim Fellows, and have contended that it should be proportional to the Muslim population of the Province or of the area within the jurisdiction of the University. They have suggested a figure ranging from 55 to 63 per cent. of the total number of Fellows.

The Anjuman-i-Himayat-i-Islam has written :

“ The governance of the University is entirely in non-Muslim hands. This is the chief reason why the University has lost the confidence of the community as a whole. . . . The argument which is sometimes advanced, that the University is representative of the intelligentsia, is fallacious. If it were followed to its logical consequence, it would mean the perpetuation of the present unsatisfactory state of things. If the University continues to be governed by the representatives of the community which has the larger number of colleges and graduates, it is obvious that these persons will continue to subsidise the education of those whom they represent, while the comparatively poorly educated sections will have less facilities and thus remain backward in education. The present constitution has had the effect of making the University increasingly and exclusively the property of a section of the Hindu community. It is therefore necessary that different communities should have adequate representation on the various bodies of the University. The composition of the Senate and the Syndicate should reflect the proportions of the population of different communities in the territory under the jurisdiction of the University. According to this the proportion of Muslims on the Senate and Syndicate should be 63 per cent.”

Dr. Khalifa Shuja-ud-Din has added :

“ It is claimed that inasmuch as the number of colleges maintained by a particular community and the number of students belonging to that community is overwhelmingly large, it is natural that members of the same community should run the University. This argument may be plausible, but is certainly fallacious. It is based on the supposition that the existing state of things is unassailable and must be perpetuated. According to the exponents of this view the educationally backward community must be put still further back.”

Khan Bahadur Sheikh Din Muhammad, M.L.C., has voiced similar opinions :

“ Not with the idea of asserting any communalist views, but of urging that justice should be done to the community which represents 62·5 per cent. of the population in the university area . . . A university is an educational centre and exists for the ministration of the wants of its constituents. A university which does not pay attention to the interests of 62·5 per cent. of the population is not serving the purpose of its existence. . . . Though they are entitled to 62·5 per cent. representation on the basis of population, we are prepared to concede a portion of it in order to accommodate other interests.”

34. This, in the main, was the demand originally made by Mushm witnesses, but we have suggested to them that its basis suffers from an inconsistency. They have argued that the University is now suffering at the hands of a ‘ clique ’ or ‘ party in power’, that it is the exclusive preserve of a ‘ section of a particular community.’ Even if it be admitted for the sake of this argument that the charges are justified and that these dangers should be banished for ever, our Mushm witnesses have been suggesting that in fact they themselves should have an absolute majority. This surely means that the dangers of which they complain should be transferred from one party to another.

Influenced by these considerations, many Mushm witnesses have moderated their proposals, but still press for a Muslim majority of the Indian members of the Senate. If the European element is continued at much the same strength as at present, the acceptance of these modified demands would not constitute a Mushm majority over all other communities.

35. Many Mushm witnesses have also expressed dissatisfaction with the quality of their representatives.

Malik Barkat Ali, Pir Akbar Ali, M.L.C., and Khan Bahadur Mian Ahmad Yar Daultana, M.L.C., among others, have maintained that nominated Fellows lack independence, and that sometimes Fellowships have been conferred, not on account of fitness to discharge particular duties, but as a reward for services rendered in other connexions. Very few Muslims have entered the Senate by election.

In their joint memorandum, the Muslim Fellows have expressed their complaint :

“ Muslims have very few chances of being elected to the different bodies of the University. There has never been a single Muslim Fellow elected by the registered Graduates in the whole history of the University. No Muslim has ever been elected as a Fellow by the Arts and Science Faculties. With two exceptions, Muslims have only been able to come to the Senate through nomination.”

Other witnesses, however, have argued that Muslims have not taken proper advantage of the present opportunities of standing for election, and that if they had done so they would have stood a good chance of success.

Very meagre interest has been taken by graduates of all communities, and particularly the Muslim, in the progress and problems of the University. In the year of its Jubilee, only 941 Hindu graduates, 91 Muslim graduates and 88 Sikh graduates had registered themselves and been admitted to the franchise. It has been suggested that if the registration fee of Rs. 25 were lowered and if the period of standing required of a graduate were reduced, the number of registered Graduates would be materially increased.

Two other suggestions have been made for increasing the number of registered Graduates : (i) that Oriental Title holders should be admitted to the franchise, but this would be unwise, as their education does not fit them for this purpose ; (ii) that graduates holding degrees of other universities should have the opportunity of registering themselves for the purpose of voting. It is also suggested that the system of voting should be either that of single transferable vote or of cumulative vote.

36. Most witnesses have approved of these proposals for widening the constituency of the registered graduates, but Muslim witnesses still insist that the principle of communal election should be introduced : that is to say, seats should be reserved for Muslim representatives, who would be separately elected by the Muslims included in each constituency. An excerpt from the evidence of the Ahmadiyya Community is typical of Muslim opinion on this point :

“ It may be urged that communalism should not be introduced in the University. The logic on which this contention is based presupposes that the University in its present state is free from communal spirit ; but is it really

so ? . . . If, on finding that the University is swayed by communal considerations, the Muslims demand communal representation in order to be in a position effectively to safeguard their rights and educational interests, the blame for so doing does not lie on their shoulders."

Since the present constituency of registered graduates had been much under discussion, we enquired from certain Muslim witnesses whether they were pressing for communal representation in all constituencies that might be created, or merely in that of the registered graduates. We understand from the replies that they contemplated the latter and that communal representation should not be introduced "all along the line."

37. It has been extremely difficult to adjust these conflicting claims, and to arrive at a correct estimate of the proper representation of communities. We have sometimes felt that the communal sentiment which is now agitating the Province, and indeed the whole of India, has been reflected in the opinions expressed before us, and that communal representatives on both sides have pitched their demands at their highest. We are the more hopeful that this is the case, because many witnesses have mellowed during the discussion, and have shown desire for a reasonable compromise.

We derive support from the report of the Calcutta University Commission :

"We desire to draw a distinction in regard to the question of communal representation. In matters of educational administration, as in other branches of administration, communal representation may in the present conditions of India be necessary, and for certain purposes we have advocated it. But we are convinced that in making appointments to the principal teaching posts of a University it would be fatal to depart from the principle that the best qualified man should be appointed without reference to his race or religion. The University which departs from this principle will not make the contribution which it could and should make towards the solution of those vexed and perplexing problems of national life of which this is one."*

38. Though the extent of the present practice of nomination is excessive, we are none the less surprised, in view of the divergence of opinion on the question of repre-

sentation, that many witnesses from all communities have been mistrustful of the principle of nomination, and have urged that the Senate should be 'democratised' and 'liberalised' to a very large degree.

In their memorandum the 26 Fellows have written :

"We recognise that the Senate must have a certain number of *ex officio* Fellows as at present ; but we feel that nomination by the Chancellor should be limited to the narrowest limits."

The Muslim Fellows have offered a similar view :

"We firmly believe that there should be an increase in the proportion of the elected element (on the Senate). We are living in an age of democracy, and nominated members cannot act with as much freedom and interest as elected members."

The opposite view has been supported by Mr. Gulshan Rai of the Sanatana Dharma College, Lahore :

"There is a general defect in the constitution of all these bodies (Senate, Syndicate, Academic Council, Faculties, Boards of Studies), which is common to all. The principle of election in the constitution of these bodies has introduced party feelings and a factious spirit in spheres which are purely educational. Party feelings and party programmes may be all right in political fields, but when politics are brought into purely educational fields, the results are disastrous. Men of education and learning who want to spend all their time in study do not stand for election. They do not like to waste time in canvassing votes, and in taking part in party wrangles. They keep aloof, and the different University bodies are deprived of good expert advice."

39. We find it difficult to harmonise these very divergent opinions. Predominantly nominated body may suffer from lack of independence, but this quality is not always found in those who are confronted by the frequent prospect of an impending election. Apart from the necessity of providing for the due representation of communities, it is advisable in every university that special provision should be made for the inclusion of individuals and representatives who would be unlikely to be elected by any constituency of the University. Account should also be taken of those whose position in life renders it difficult to stand for election.

In seeking a *via media*, we have again been assisted by the experience of the Calcutta University Commission :

"Advisable as it may be to make use of nomination as a means of securing the right composition—at once representative and administratively homogeneous—in a small body charged with executive functions, we are doubtful whether nomination is the best method to adopt in a predominant degree for the constitution of a large body, the main function of which should be to keep an executive in touch with public opinion."*

40. Certain names recur year after year and in practically every authority and body of the University. We do not minimise the value of unbroken experience, but suggest a danger, if the same body of people do the same kind of work continuously and influence the proceedings at every stage. Such an arrangement is liable to produce not only stagnation, but also a tendency to stifle free debate and to settle questions by the facile method of "arriving at an understanding beforehand." Such people may tend to accumulate undue power and gradually assume the control and direction of the University. In a university constitution provision should be made for the periodical infusion of fresh blood and the reinforcement of a vigorous outlook and progressive ideas. A university must guard against the danger of falling into a groove, which is fatal to its growth.

41. The *Syndicate* appears to us insufficiently to represent various interests of the community. Excluding the two *ex officio* members and nine teachers, the remaining six members represent only the legal element in the community.

There is in this body an absence of men formally engaged in business and finance. A body charged with the administration of the funds of the University ought to contain people who by virtue of practical experience can speak with authority and guide the University to spend economically and guard against waste.

The *Board of Accounts*, which, besides the *ex officio* members, should consist of one representative of the *Syndicate* and three representatives of the Senate, actually consists of members of the *Syndicate* exclusively. In these circumstances new expenditure is not really scrutinised by two different bodies.

42. Apart from the fact that their function is mainly advisory, there has been much criticism of the *Academic Authorities* of the University.

The Faculties, especially those of Oriental Learning, Arts and Science, are too unwieldy, and the machinery which establishes them is cumbrous. The practice of assigning all Fellows to one or more Faculties has prevented these bodies from being "bodies of scholars who give authoritative direction to the University regarding purely academic matters, such as the courses of study, the standard of examination and teaching, and the affiliation of colleges."

43. *The Boards of Studies* present another problem. The Faculty elects members to them, and instances have been quoted to show that in this way sometimes the principal teachers of a particular subject of study have found no place on its Board. Election by a Faculty to membership of a Board of Studies is too often sought on account of the opportunity of patronage which it affords in the recommendation of text-books and examiners. The presence in these Boards, too, of lay members, who are apt to stimulate partisanship rather than to mould the academic view to larger public issues—as they were presumably intended—has not improved the usefulness of these bodies. These lay members have merely excluded experienced teachers, and have accentuated the danger of patronage.

(vi) *Danger of Chques.*

44. One fact emerges out of this review of the Authorities of the University. There is an excessive amount of centralisation, an unnecessary multiplication of work and much waste of time in barren discussions. The functions of these bodies have not been clearly defined; neither has age established appropriate conventions. They show a strong tendency to cling to as much power as they can acquire, and to consolidate it even to the detriment of the true university spirit. The Senate in effect creates all the important bodies of the University and, instead of exercising general supervision over them, is in practice content to be guided by them. The cumbrous machinery, the complexity and variety of work, the length and unintelligibility of the agenda papers have combined to reduce the Senate to an impotent body, which registers a perfunctory assent to the proposals of its subordinate bodies. Whereas it was meant to be the supreme

governing body of the University, it has in fact become subject to authorities of its own creation.

These defects result not merely in delay and indecision, but also in perils far more insidious. The complicated procedure which we have described is difficult to work and even to understand. Hence those who are on the spot and have long experience of the machinery tend almost imperceptibly to monopolise power and influence. We are not surprised, therefore, that many witnesses have referred to the existence of a 'clique' or 'cliques' in the University and to what is frequently described as the "party in power."

We quote from a letter written by Mr. Bry Narain, in the *Tribune* of 1st December, 1931, which has been brought to our notice and has strongly impressed us :

"Is it not true that at the present time communal motives play the chief rôle in the election of Fellows and Members of Faculties and Boards of Studies, in the appointment of examiners and even in the selection of text-books?..... Is it not true that the University is dominated by parties and factions, which have very little to do with the advancement of learning, but whose chief concern is to secure for their members the largest share of University loot?....In my opinion a Commission of Enquiry which was able to suggest effective means of breaking up the existing parties and factions in the University would have justified its appointment, even if it did nothing more."

There is, in short, a good deal of complaint against the University. Mr. Gulshan Rai, complains of the "introduction of a feeling of party spirit in the University." Mr. Garrett writes :

"Whatever Fellows constitute the Senate and however they are appointed, they should not be assigned to Faculties. It is an undesirable practice, and produces a 'party hack' system, which is one of our main defects."

Malik Barkat Ali writes :

"The present method of election has accentuated certain 'cliquish' tendencies that have manifested themselves in the activities of the University and its subordinate committees. The grievances of the non-Hindu classes and even of other Hindus outside the pale of a particular denomination are perfectly legitimate, and no amount of cant or unctuous talk about the University

having been kept outside the influence of communalism can hide the reality. Partly as a result of the 'clique' tendencies accentuated by the method of election in force and partly because of the fact that it is without a real executive head, the University and many of its important functions have been commercialised and its office converted into a kind of patronage to be dispensed by a lucky few."

The Anjuman-i-Himayat-i-Islam writes :

"The administration of the University has tended to become more and more cliquish. . . . There is a natural desire on the part of the Muslims to obtain a share in the administration of the University, and when this desire is frustrated by those in power the grievances become intensified."

Dr. Khalifa Shuja-ud-Din writes :

"It is not unreasonable to expect that the University would do all in its power to preserve and develop the culture, art and literature of the vast population whom it is intended to serve and to whose intellectual needs it is supposed to minister, but actual facts belie all such expectations. This population is groaning under the tyranny of a clique which has captured the University and uses all its power and influence to further its own ends. . . . Even a cursory survey of the composition of the various bodies of the University reveals the truth that the University is dominated by one party. This party takes full advantage of its numbers and influence in the determination of almost every question that comes up for discussion and records its vote on purely communal lines whenever a vote is taken."

45. We have quoted extensively from evidence, because we realise the importance of this question. When we study the personnel and the actual representation of the several communities in the Senate, we become puzzled by the question, how it can be possible for a communal party to be in power, since the several communities represented in the Senate seem to be fairly evenly divided, so that no single community has the advantage of a majority over the others combined. The deputation of the Anjuman-i-Himayat-i-Islam and Dr. Khalifa Shuja-ud-Din have given a possible clue to this problem: that the 'party in power' from time to time enlists the assistance of individuals from outside its ranks and thus maintains power, which is exercised to benefit one community in the main.

Dr. Khalifa Shuja-ud-Din has suggested another clue: that the Senate assigns Fellows to a Faculty; these Fellows elect Added Members to that Faculty, so that in the larger Faculties there is a majority of a particular community. Faculties, he has maintained, elect the Boards of Studies with the same ultimate result. Proposals of each of these Bodies are as a rule approved by the Syndicate, and the Senate tends to ratify these decisions. Moreover, in the present procedure of the University practically every proposal is passed through a Faculty. So, it is alleged the 'party in power' is everywhere concerned with the distribution of patronage. Thus he contends that a party which controls the larger Faculties in effect controls the University.

It is obviously difficult to test the accuracy of these accusations, but very grave dissatisfaction exists.

46. Our review of the University constitution suggests that its complicated machinery, which produces "so little co-ordination and so such confirmation," the sterile discussions, the long and frequent meetings, the vast patronage—all make their appeal to people who have time and patience at their disposal, and who can gradually acquire a position of controlling authority and, by judicious exercise of its opportunities, can maintain that position. A University administered as a vested interest and treated as a close preserve of a particular group of persons, ceases to be a useful or national institution. Deprived of ennobling aspirations, it becomes a menace to the intellectual expansion of a country.

The remedy lies in a system of properly co-ordinated University Authorities, each possessing a carefully defined function. This will obviate over-lapping and friction; it will reduce the suspicion that prizes are awarded for support and allegiance; it will insure that trust will be placed in teachers of ripe experience and mature judgment to preserve and guide its academic activity; it will give representation to interests and communities, but so adjusted that no single community can become the arbiter of others.

(vii) *The Administration of the University.*

47. The administrative system of the University has been evolving during recent years mainly by considerations of opportunism, not according to any carefully devised and consistently maintained plan.

Since 1928 the *Vice-Chancellor* has been an academic person, to whom various powers and functions have been assigned at different times by Regulation or convention. The present position might indicate that the University has been moving in the direction of appointing him ultimately as a whole-time officer. But he is now also Dean of University Instruction, Principal of the Oriental College and University Professor of Sanskrit. To persons unfamiliar with the circumstances of the University this situation would probably appear both peculiar and unsuitable; but it is, of course, due to the fact that, during his association of thirty years with the University, Mr. A. C. Woolner has occupied almost every type of academic and administrative post in the institution, and possesses a more intimate knowledge than any other person of its conditions and practice. We fear that its administrative policy has recently been completely determined by this accidental circumstance, and that, if at any moment Mr. Woolner had withdrawn permanently, the University authorities would have been found to possess no carefully considered plan to compensate the loss of his protean personality.

Prior to October, 1928, the Vice-Chancellor had been an honorary officer and most usually an official of Government. For example, from February, 1917, until July, 1926, Sir John Maynard was Vice-Chancellor. Pre-occupation with his governmental duties prevented him from fulfilling all his detailed functions as Vice-Chancellor, and at the end of 1920 the University created the post of *Dean of University Instruction*, to which Mr. Woolner was appointed, in order to discharge many of the routine duties of the Vice-Chancellor. Since its creation various powers and functions have been added to the post from considerations of make-shift expediency. Since 1928 even Mr. Woolner would need time for reflection before he could enumerate, define and allocate the powers and functions which he exercises in his various capacities. We reserve a list of his administrative powers and functions, prepared by himself, for Appendix D. A study of this appendix clearly indicates the necessity at this stage of appointing a fully-paid, whole-time Vice-Chancellor, of clearly defining his powers and duties, and of removing the extraneous functions with which the present Vice-Chancellor is burdened.

48 During the course of this enquiry the position of *Registrar* has been particularly redefined.* For twelve years prior to 1st January, 1938, the Registrar had been occupied almost solely with the control of the elaborate machinery of examination, which is the most prominent feature of this University. In 1921 the gentleman who is now Registrar was appointed *Joint Registrar*. He has performed the functions of Academic Registrar and Financial Secretary of the University.

It is plain from this brief review that the functions of the University Registrar and Joint Registrar have evolved rather fortuitously with those of the present Vice-Chancellor and Dean of University Instruction, who was himself Registrar from 1903 until 1921. The policy of opportunism in the direction and administration of the University needs to be replaced by a scheme which distributes functions and responsibilities in a definite, logical system.

The Registrar should be the chief executive officer under the Vice-Chancellor, and should be charged with certain duties, clearly defined by Ordinance. We have considered his present financial duties in Chapter X of this Report, but would state here that we have found that he has performed these duties very efficiently. In the present stage of development of the University, we consider that the appointment of a separate Treasurer would be premature.

49. *The University Office* should be under the general control of the Vice-Chancellor, but the immediate responsibility for its efficiency should rest with the Registrar. At the beginning of this year a redistribution of posts was made. *The Examination branch* is now in the charge of a Controller, who has the help of an Assistant Controller. From the highly confidential nature of his duties the Controller of Examinations enjoys a large measure of detachment. In order to ensure continuity in this branch it is obvious that a trustworthy, competent and experienced Assistant should always be available, though it does not necessarily follow that the function of control needs to be continuously duplicated throughout the year. In other words, there appears to be no necessity to separate the function of Assistant Controller of Examinations from that of Superintendent of the Office, as has been done. In periods which

*See Appendix D.

are "slack" in the Examination branch, the officer in question could perform the duties of Office Superintendent; at busy periods a senior clerk could be trained to deputise for him in the general office. Again, the Examination branch should be under the formal supervision of the Registrar as senior officer, particularly because no sharp lines of division should exist between the junior assistants of the various sub-departments of the University Office, all of whom should be amenable to the disciplinary supervision of the Registrar.

We shall make proposals, the acceptance of which will greatly reduce the unwieldy proportions of the Examination branch, and thereby relieve the complexity of the administration, for—to stray from the sober prose proper to a Report of this nature—"the weary Titan staggers under the too vast orb of his fate." We are satisfied of the integrity and general competence of the officers of the Examination branch, and we hope that, if its establishment is reduced as a result of our proposals, officers who are no longer required there will be absorbed by the new office of another Authority, which will assume many of its present functions.

In the *general office* of the University an Assistant Registrar has recently been appointed for reasons largely peculiar to this Province. We see no reason why this officer should not act in liaison with the gentleman whose title has at the same time been converted from Office Superintendent to Assistant Controller of Examinations, assuming his functions when the latter is temporarily absorbed in the Examination branch. The Assistant Registrar should act under the directions of the Registrar, who should, with the approval of the Vice-Chancellor, assign to him such duties as he sees fit.

The appointment and promotion of clerks in the University Office demands consideration. There appears to be no systematic scheme in their employment, and the practice which prevails of assigning to various clerks additional duties and corresponding special allowances is unsatisfactory. A regular cadre should be devised; they should be classified as we indicate in the financial aspect in Chapter X; and even the appearance of distributing patronage by assigning additional duties and allowances—a practice which lends itself too easily to abuse—should be removed. We are convinced that, in his dual function as senior member of the

University Office and Financial Secretary, the Registrar could advise the Vice-Chancellor—who should have wide discretionary powers in the general control of the administration—of a scheme for improving the efficiency and economy of the large clerical staff employed by the University. In the present circumstances of the Province this is imperative, in order to secure those general improvements of the University which we recommend in Chapter XI of this Report.

50. The procedure for appointing examiners has been much criticised by witnesses. Mr. Brij Lal has written :

“ In the selection of examiners considerations other than pure merit count. Examiners are often appointed on the basis of favouritism, communalism, etc., with the result that, while competent professors and head masters of long standing are passed over, incompetent subordinate teachers working in third-rate schools are appointed. The appointment of examiners has been regarded as so much university patronage to be distributed by those in power among their own favourites. This has naturally brought discredit to the University.”

The Revd. Dr. E. L. Porter, Principal, Gordon College, Rawalpindi, has represented the views of mufassal institutions ;

“ Means should be adopted for securing suitable persons as examiners and sub-examiners. With this end the selection of examiners and sub-examiners should not be permitted to get into the hands of a clique. There should be a periodic change of examiners and sub-examiners, and a system of rotation would be preferable. Cases have been known when lecturers of Lahore colleges have been given preference to experienced professors of mufassal colleges in the selection of examiners and sub-examiners.”

Mr. Muhammad Shafi, Secretary to the Head Masters' Association, Lahore, has expressed the opinions of head masters on the subject :

“ The conduct of examinations, so far as the University is concerned, has been well-organised, but the choice of superintendents and assistant superintendents has been far from satisfactory, and has impaired the efficiency of examinations. There has been a great falling off

in the selection of examiners, who are appointed in many cases on the basis of favouritism and on considerations other than real merit "

Messrs. B. A. Qureshi, M. D. Tasir and Abdul Wahid of Islamia College, have stated :

"The appointment of examiners, like everything else in the University, is guided by 'class-rule'....The lucky few divide the loaves and fishes among themselves.... There is a regular set of 'the chosen few' who go to Simagai and Simla and other hill stations to act as superintendents, while the less favoured are sent to Mianwah and Multan."

The Anjuman-i-Himayat-i-Islam has expressed the views of Muslims :

"The number of Hindu examiners, superintendents, etc., is so overwhelmingly large and the methods of selecting them is open to so grave objections that the distrust is natural. It is a matter for regret that the University authorities have done nothing to regain public confidence or to satisfy the aggrieved party."

51. We have also received complaints of delays in the publication of results of examinations, in answering communications from examiners and candidates, and in the payment of examiners and invigilators.

Complaints regarding results of the larger examinations do not appear very reasonable. The Regulations require the results of the Matriculation and School Leaving Certificate examination to be published six weeks after the commencement of the examination "or as soon thereafter as possible" ; for the B. A. examination four weeks are indicated. These periods were fixed many years ago, when the numbers of candidates were much smaller. Examiners are allotted fewer scripts and allowed less time for the work. Delay is discouraged by a system of fines, which are enforced. Even so it has not proved feasible to deal with such large numbers as rapidly as desired. It does not appear that the University Office is to blame for this. The Examination branch works at high pressure through April, May and June. Many unforeseen circumstances may delay a result, including adjustments of marking ordered by the moderators or Boards of Studies.

There is more serious cause for complaint as regards minor examinations and subsidiary results. There are more

than twenty separate oriental examinations, many of which are taken by only a few candidates. The results of these could be ready in two or three weeks, but are often delayed for a long time. This is due partly to the dilatory habits of examiners and partly to the fact of the examination staff being occupied with the larger examinations. Delay in publishing results of supplementary examinations held at the end of September causes great inconvenience. For these we consider examiners should be allowed only a few days, instead of three weeks. Improvements in the organisation of the work are doubtless possible, though they might mean some additional staff, but the main change we shall recommend is the removal of the two largest examinations from the University.

We are informed that there has often been unnecessary delay in settling cases of candidates accused of using unfair means. It may be difficult to dispose of these during the months of heavy pressure, especially when detailed enquiries are necessary, but we see no reason why they should drag on into the late autumn.

Delay in the payment of examiners is not peculiar to the Punjab. It has to be remembered that the Accounts branch cannot pay until the Examination branch certifies that the work has been done, and it is not possible to accept without scrutiny an examiner's estimate of what is due to him. Consequently bills are not looked at till the bulk of the results have been published.

Mr. C. H. Barry, Inspector of Schools, Rawalpindi Division, has written :

"The payment of examiners is irregular and is long delayed. In my experience as examiner, spread over three or four years, I have found by bitter experience that unless I addressed an official by name, no reply was received from the Examination branch."

With more than a thousand examiners appointed annually, many of whom write unnecessary letters instead of reading the detailed instructions sent to them, there may well be a tendency in the days of pressure for the office to keep their communications pending. Nevertheless, we deprecate any tendency there may have been to treat examiners and candidates as mere material for feeding the machine which turns out results. The courtesy of prompt and lucid replies

is very important, though it cannot be secured without careful organisation, and may need some special provision.

52. The prescription of text-books has also been pungently criticised. Mr. C. H. Barry has written :

"The present system of choosing text-books is lamentable. It results in communal rivalry and unhealthy competition between publishing firms. Publishers have "parties" and "followings," and the adoption of text-books is seldom decided on merit alone. Nor does the University insist on even a tolerable standard of accuracy in its own publications. A certain prescribed 'Selection of English Verse,' which it was once my lot to teach, contained over 200 inaccuracies, and yet was published in the name of the University."

Lala Ram Lal, Head Master of the Arya High School, Ludhiana, has written :

"Text-books are in most cases unsuitable, firstly, because they are prescribed by those who are out of touch with the actual requirements of students; secondly, because other influences, such as the consideration of benefiting authors and publishers, sometimes prevail."

The Anjuman-i-Himayat-i-Islam has offered similar opinions :

"In the matter of prescribing text-books, decisions are not arrived at on academic considerations. A book is prescribed, not because it is the best book available on the subjects, but because it bears the name of a particular individual, or because it has been published by a particular firm."

Messrs. B. A. Qureshi, M. D. Tasir and Abdul Wahid of Islamia College, Lahore, are also critical :

"Apart from educational considerations, the prescription of text-books is the cause of many evils in the University. Favouritism, bribery, under-hand dealings are rife in matters concerning the selection of text-books. Things have come to such a pass in one of the Boards of Studies that the Chairman had to resort to tossing, as he did not want to displease either of the interested parties."

We have also received interesting evidence from publishing firms. The representatives of Messrs. Macmillan and Company, Messrs. Longmans Green and Company, and Oxford University Press, while they do not desire to criticise the selection of books in the post-graduate courses,

have written strongly on the prescription of books, especially in English, in the lower examinations. They argue that "to secure the best books, it is axiomatic that an open market should be preserved, but critics of the present system hold that in practice in the Punjab there is no open 'market'":

"The larger the number of students who sit for any particular examination, the greater the spoils for any successful publisher, who is thereby tempted to exert influence over the several members of the Board. The members of the Board, it is true, are theoretically barred from consideration with a view to the prescription of any book in which they have any direct or indirect interest. Nevertheless, in practice, presumably because of the magnitude of the temptation, it is still found that text-books, according to such critics, are chosen not disinterestedly in view of the needs of the students, but on extrinsic considerations. This malign 'influence' of publisher, it is held, is particularly noticeable in the prescription of books for the Matriculation of School Leaving Certificate examination in English. And that this deplorable state of affairs does in fact still exist is evidenced by the recent demand made by the University authorities on publishers, who were asked to put up with each book submitted for prescription an affidavit signed by the author declaring that 'he had no secret partners.'"

They proceed to argue that "the most practical way to remedy these abuses would appear to be the limitation of the 'spoils'; for when the 'spoils' are less, as in the higher examinations in English and in other less popular subjects, the likelihood of corruption is admittedly less."

53. We were much perturbed by the written evidence, and therefore discussed these matters with many witnesses, but our alarm has by no means been reduced.

Rao Bahadur Chaudhri Chhotu Ram, Member of the Legislative Council, was of opinion that:

"The University is in the hands of a clique, which consolidates its power by means of illegitimate influence. There is grave abuse of patronage in the appointment of examiners and in the prescription of text-books. The lure of gain is so great that it is becoming common for persons to lend their names to books, which have been written by others in return for handsome rewards. Moreover, examiners are not unapproachable, and leakage of examination papers is not unknown."

Mr. W. H. F. Arnistrong of the Central Training College, Lahore, told us during oral examination that :

“ There is abuse of patronage in the prescription of text-books and in the appointment of examiners. He spoke from experience as secretary to the School Board. There is too much ‘ coming and going ’ between the publishers and members of the Board. The pressure put on members of the Board and others is very great. It had come to his notice that a certain examiner in science had never done any science teaching.”

The Muslim Fellows were of opinion that :

“ The control of the University is very largely in the hands of a clique. There is much abuse in the appointment of examiners and the prescription of text-books, and it amounts to a scandal. Prescribed books are written by ‘ good politicians ’ rather than by good authors. Very great pressure is put on members of the School Board by publishers and those interested in the sale of books.”

On the other hand, Mr. Mukand Lal, Puri, Member of the Legislative Council, was less pessimistic. He was doubtful whether—

“ there is abuse of patronage. The claims of Muslims have not been ignored in the appointment of examiners. Indeed, perfect harmony prevails between Hindu and Muslim members of the University. Members of all communities work together satisfactorily, and he was not aware of a single instance in which he had objected to the appointment of a Muslim ”

Mr. Puri admitted, however, that—

“ Muslims with inferior qualifications had sometimes been appointed. He deplored this preferential treatment on grounds of efficiency, but he thought it necessary on the grounds of expediency. The system is capable of improvement. For example, it would be beneficial to compile lists of suitable examiners.”

It is unfortunate that lists of suitable examiners are not ordinarily maintained. This omission goes far to confirm the complaints that local men with inferior qualifications who can bring pressure on the authorities are often preferred to well-qualified persons living in distant places, who are apt to be forgotten.

We are also not a little nervous of an atmosphere of 'perfect harmony' in the appointment of examiners. Our impression is that examinerships are distributed by arrangement rather than by merit.

54. The University has recently taken steps to counteract these undoubted evils. In 1927, detailed and elaborate rules were laid down for the appointment of examiners :

- (1) No examiner can examine the papers of more than 520 candidates, or more than 800 half papers in any one examination or more than 800 full papers, practicals included, in any one year.
- (2) An examiner or a paper-setter is ordinarily changed after three years, but cannot serve for more than five years.
- (3) No member of the Revising Committee can be appointed an examiner.
- (4) Members of the Boards of Studies are precluded from appointment as examiners. A Board of Studies can nominate any of its own members to a Board of Examiners, but not as a single examiner, unless it at the same time suggests an alternative name. If it is not possible to recommend a suitable alternative name, the Board must state the fact.
- (5) So far as possible, a teacher, if otherwise equally qualified under the rules, is preferred to a non-teacher.
- (6) Ordinarily no student who is on the rolls of an affiliated college is appointed an examiner.
- (7) In the Matriculation Examination no one is appointed a paper-setter who has written a book on the branch of the subject included in the paper.

During the current year, it has been laid down that in the M.A., M.Sc., and Honours B. A. and B. Sc. examinations, the external examiner specified in the Regulations "shall ordinarily be a teacher in another University"; that the answer-books shall ordinarily be marked first by the external examiner, that the question papers shall be set and submitted jointly by the internal and external examiners, but the external examiner shall be the first to set questions and send them to the internal examiner."

55. Last year, the Syndicate framed stringent rules regarding the prescription of books :

- (1) Any publisher who wishes to submit text-books for consideration shall send the necessary number of copies fixed by the University to the Joint Registrar by the 15th September.
- (2) The publishers shall indicate at the time of submission of books the final prices at which they propose to sell their books.
- (3) The publishers shall give the name of the real author on pain of withdrawal of patronage by way of not prescribing the books produced by the firm for a specified period.
- (4) The author shall also declare whether or not he has any secret partners. This declaration shall be submitted by the publishers along with the books. The penalty for incorrect declaration by the author shall be the withdrawal of patronage by way of not prescribing the books written by him for a specified period.
- (5) Books so submitted shall be circulated to members of the Board of Studies concerned. Any books submitted after the date specified in rule (1) above shall not be circulated until after the 15th September following.
- (6) When a publisher does not submit the necessary number of copies or does not conform to any other rule given above, the attention of the publishers concerned shall be invited once to the omission. If the omission is not rectified within the stated time, then the books shall not be considered.
- (7) When a Board finds that there is no book suitable for a particular purpose among the books submitted and circulated, they shall report to that effect and submit a list of not less than three books including books that have not been submitted and circulated. The list so submitted shall be referred to the Vice-Chancellor and two assessors nominated by him, who shall select one of the books on behalf of the Board.

- (8) The Boards of Studies in all subjects shall make their recommendations regarding all courses of study by the 15th December every year.
- (9) In case text books are recommended the Boards of Studies shall recommend only such books as have been published and made available for public purchase at least two months before the date of their recommendation by a Board.

56. Some witnesses have suggested that the difficulty regarding text-books might be solved by the foundation of a University Press. We understand that this proposal has already been considered and rejected by the University on many grounds. We do not therefore consider it necessary to examine it at any length, but we have arrived at a similar conclusion.

The main object of the University should be to prescribe the best books, wherever and by whom published, but this object would be defeated, if the University were limited to its own publications; and we have been informed that some at least of its publications have not reflected credit on the University. The main functions of a University Press is to subsidise and produce learned works, which, though valuable in themselves, are marketable within a very limited circle. If this function is allied with that of publishing text-books with a wide circulation, and if reference is given to University publications against equally good or better publications available elsewhere, the very foundations of the Press will be tainted by a desire for monetary gain. If, again (as we believe to be the case), there is corruption in the present system, there will be at least an equal danger of corruption, or at any rate of charges of corruption, in connexion with the Press which would be directly controlled by the University. If it is difficult now to select the best books from among those offered for review, it will be even more difficult to select and to subsidise beforehand authors of University text-books. The experiment would be very hazardous.

A University Press also needs expert and experienced management, and it is at least doubtful whether these necessary assets will be forthcoming. Without them the University might easily be placed in serious financial difficulties. A Press which prints its own publications needs to be used to its maximum capacity all the year round,

but there is insufficient evidence that this essential requirement will be fulfilled. A University Press which arranges for the printing of its publications by contract will be exposed to precisely the same dangers of corruption as are now acknowledged to exist.

57. Criticism has been levelled at some of the appointments made by the University. So far as the higher appointments are concerned, Professorships and Readerships, the criticism is without justification. These appointments are made by the University on the recommendation of the Professorships Committee, which receives the advice of expert assessors, who are impartial and consider only academic qualifications. We have heard of no instance of the appointment of a Professor or Reader, who had not been declared by the assessors to be suitable for the post.

Minor posts, however, especially in the incorporated colleges, have not always been filled with sufficient care. The procedure for making these appointments is unsatisfactory. If the University is lax in making its own appointments, it will not be in a position to supervise collegiate appointments.

58. There is undoubtedly much abuse in these important matters. Unless it is effectively checked, the reputation of the University will suffer grievously. There is justification for the view held by many witnesses, that these 'danger spots' should be removed as far as possible from the ordinary machinery of the University, and that special authorities should be constituted for dealing with them under the personal guidance and supervision of the Vice-Chancellor.

This is the only way of eliminating illegitimate pressure and influence. The public conscience has been stung to the quick, and the University must remove this taint at all costs. Illicit influence must be eradicated, and in all cases in which abuse is proved punishment should be swift and condign. It should also be public. Indirect and clandestine punishment will defeat its object.

CHAPTER X.

University Finance.

- (i) *Note on the Financial System of the University by J. D. Penny, Esq., I C.S., Financial Adviser.*

1. The University's financial system is based on certain Regulations made under section 25 (1) of the Indian Universities Act and printed at pages 341-46 of the Calendar for 1932-33. For convenience they may be called the Financial Rules. There is also a provision in section 21 of the Act of Incorporation that the accounts of the Income and Expenditure of the University shall be submitted once a year to the Local Government for such examination and audit as the Local Government may direct. The Local Government have in fact directed that this audit, which is carried out by the Examiner of Local Fund Accounts, should be confined to a test audit on the following general lines :

“ The Government auditor will satisfy himself by examination of a percentage of the vouchers and book entries that the audit carried out by the University auditor has been thorough and complete, (2) ascertain that all financial rules duly sanctioned have been duly observed by the University officials, (3) ascertain that the Government grant to the University has been legitimately expended ; (4) satisfy himself that trust moneys are in existence, and that the proceeds of or interest derived from such trust moneys have been devoted to the objects of the trust ; (5) ascertain whether budget grants have been exceeded or not, and, if exceeded, under what circumstances ; and, lastly, (6) satisfy himself that the financial condition of the University is sound, or, in other words, that there is not a steady excess of expenditure over receipts. Having done this, the Government auditor should then report briefly to Government on each of the points mentioned and bring any other matters to notice which he considers necessary or desirable ”

The Financial Rules lay it down that the funds of the University shall be kept in the Imperial Bank of India under the following distinct heads :—

- (a) Special Endowed Trusts ;
- (b) Current Account ;
- (c) Provident Fund ;

and such other heads as may be determined by the Syndicate. They go on to prescribe a few provisions regarding receipts, expenditure, budget, audit, accounts and Board of Accounts. They are, perhaps necessarily, brief and leave much to practice, but their object appears to be to prescribe in broad outline the duties of the various officials concerned—the Vice-Chancellor, the Registrar, the Board of Accounts, the Syndicate—and to secure financial control and guard against irregularities and secure publicity. As regards audit, rules 17 to 19 prescribe that in addition to the Government auditor, an internal auditor shall be appointed by the Senate, and that he shall submit a half-yearly report and see—

- (a) that the accounts of the University are properly kept ;
- (b) that the state of the balance shown therein agrees with the Bank's account ;
- (c) that all payments are supported by proper vouchers, and that they are under proper sanction ; and
- (d) that all receipts and payments are classified in accordance with the Rules and Regulations of the University ;

and also submit an annual report on the accounts. Under the head "Accounts" (rules 20—24), the Registrar is ordered to prepare an annual general statement showing in detail the state of the three accounts which shall be checked and countersigned by the auditor. This statement is to be submitted to the Senate and published in the *Punjab Gazette*. Under the head "Budget" (rules 15 and 16) the Board of Accounts is ordered to have a budget prepared for submission to the Senate. The budget has to contain a statement "showing the entire assets and liabilities of the University, including all properties and investments and special endowments which have been accepted by the University."

2. The provisions regarding audit are being followed and reports are submitted regularly. Of the two audits the internal audit is the more formal, being mainly concerned with the checking of vouchers and classification of items of income and expenditure. The Government auditor examines the accounts of two months in the year in detail and treats them as he would the accounts of a Municipality or District Board. He brings to notice any apparent

instance of extravagance or other form of financial irregularity. There is no reason to suppose that this audit is inadequate, but more assistance might be given in suggesting methods of accounting, books to be kept, etc., and of course the more attention that can be given to the functions of "higher" audit the better. The question whether a concurrent audit, as in the Lahore Municipality, would be an improvement, deserves consideration.

3. It is evident from the Financial Rules that special care has been taken to secure for the Senate, and indeed the public, a clear idea of the financial position of the University, and yet complaints have been made that in fact the position has not been clearly shown. If these complaints relate to the published statement of accounts, it is difficult to see any justification for them. These statements include (I) a statement of the annual income and expenditure in the current account, (II) a statement of Special Endowment Trusts, (III) abstract of Provident Fund Account and (IV) consolidated statement of balances. Statement I is of course the most important. On the income side it shows separately current income, contributions towards buildings, and investments matured and advances refunded. On the expenditure side it shows current expenditure, expenditure on buildings, and investments made and advances given. The balance shows how much is in the Bank, and how much in hand or in imprest. The only possible obscurity would appear to relate to investments. These are of two kinds, permanent and temporary. Permanent investments consist of long term securities which have been purchased from time to time from the savings of previous years and form the only reserve possessed by the University. Temporary investments are due to the fact that there is considerable variation in the current balances of the University. For instance, towards the end of the financial year there is a large influx of examination fees, whereas the bulk of the expenditure on examinations falls into the early months of the next financial year. By investing part of these balances in Treasury Bills and similar short-term securities an appreciable amount of interest is obtained. These temporary investments are thus part and parcel of current balances, which will shortly be required to meet ordinary charges, and the only question is whether they ought not to be included in balances and excluded from income and expenditure altogether. The

point, however, is not important because they are clearly shown in statement IV, and because permanent investments also are of course part of the University's balances and only differ from temporary investments inasmuch as there is no intention of realising them and spending the proceeds, except in special circumstances and to meet exceptional or non-recurring expenditure.

4. The complaints, however, probably relate to the annual budget, and there it is more than ever important that the figures should be clear, as it is in connexion with the budget that the general financial position of a public body is necessarily reviewed. The University budget is a handy compilation, running to between 80 and 40 pages of print. The first page is devoted to a summary of the current account (though this is not specified), the following 20 pages or so to details thereof, the next 14 or 15 pages give figures for each Trust Fund Account and a summary of them all, and the last page contains a statement of the assets and liabilities of the Provident Fund. Now, the first thing that strikes the layman is that there is no covering note summarising the information contained in the compilation, or explaining the general financial position or even the proposals for the ensuing year. It is true that when the budget for 1932-33 was presented to the Senate, a note was distributed with it pointing out that owing to the reduction of Government grants certain economies had been effected. This was a very welcome innovation, occasioned, no doubt, by the peculiar circumstances of the time, but there seems to be no reason why it should not be continued and the note amplified so as to emphasise the features of the estimates from year to year and explain the financial outlook in general.

5. Turning to the budget summary of income and expenditure in the current account, one finds the figures under the different heads clearly shown and compared with the actuals of the previous two years, and details are given with admirable lucidity in the succeeding pages. Unfortunately if one compares the figures of actuals with those given in the statement of accounts, a number of discrepancies will be found. This is apparently due to defects in book-keeping and the absence of any register in which income and expenditure are shown under prescribed budget heads. The University auditors have thus to work out their own totals and to make certain changes in classification before reaching the

figures that they publish. The Government auditors too give figures in their report for total income and expenditure for the year, but these again do not always tally with the figures given by the University auditors. This is presumably due to differences of method, but if so, the differences might with advantage be explained. At any rate the obvious course is for the budget to give under actuals of the previous two years the figures as given by the University auditors in the published accounts.

6. There is one possibly obscure item in the budget summary, *viz.*, the entry "Transferred to the Building Budget." For the year 1932-33 the entry is blank, because no building work is now in progress. It was also blank in the years previous to 1924-25, but from that year to 1930-31 large sums are shown. Now in the University books there is no separate account head corresponding to this budget item. Expenditure on buildings is in fact debited to the heads "Miscellaneous," "Oriental College," "Law College," etc., and the practice is to make over funds to the University Engineer as these are required by him for disbursement. Up to 1924 expenditure on buildings was (with one notable exception in 1922-23,—*vide* para. 7 *infra*) met entirely from Government grants, and though in the books credit for the grants was taken on the income side and expenditure shown on the expenditure side, it was thought unnecessary to complicate the budget with these entries, which were accordingly excluded, and the practice arose of speaking of the Building Fund or Building Budget as something separate from the Current Account. Of course no such separate account is authorised by the Financial Rules, and when the University began to meet part of its building expenditure from its current revenue, it became necessary to show this portion of the expenditure in the budget. From 1924-25 onwards therefore Government grants towards buildings have been included in the receipt head "Contributions" in the budget, and the expenditure head "Transferred to Building Budget" has included all sums likely to be required by the University Engineer in the course of the year and also expenditure on equipment paid by the University Office direct. It has been necessary to examine this question in some detail because of the obscurity of the phrases "Building Budget," and because the obscurity is intensified by the figures on pages 20-21 of the budget. At first sight this appears to be a valuable statement of receipts and expenditure in a distinct building fund.

On closer examination it turns out to be largely imaginary or even misleading. In past years there appear to have been mistakes in simple addition. In the 1932-33 budget there are no such obvious mistakes, but the income and expenditure balance by an unexplained miracle. Moreover, the entries on the income side do not correspond with actuals, and appear to have been taken from the estimates (revised) of previous years, and to represent nothing more than what the Senate may have intended to devote to buildings. In short, it is not clear that the statement serves any useful purpose, and it might with advantage be discontinued, or at any rate replaced by a *pro forma* statement showing actual expenditure on one hand and on the other the source—Government grants, sale of permanent securities, or current revenue—from which it has been met. In future it would probably be advantageous to open a separate head of account for expenditure on buildings and their equipment so that the auditor will not have to extract the figures from several heads in order to fill in his heading "Expenditure on buildings." It is desirable that there should be no avoidable difference between sub-divisions of the budget and sub-divisions in the accounts.

7. Below the summary of estimates in the current account, in a form which suggests a foot-note (a more prominent position might be given to these in future) are given figures for the opening and closing balances of the current and ensuing years and a list of investments. Before 1932-33 these figures were open to the charge that they did not show whether or not the balances included temporary investments, or that, as actually they did not include them, the current account balances were put at too low a figure. In the budget for 1932-33 it has been clearly stated that temporary investments have been included in the current account balances, and this is certainly an improvement on previous practice. A further improvement might be effected by bringing "permanent" investments into the picture. At present it is only by a comparison of the figures given one year with those of the previous years that changes in permanent investments can be ascertained. The statement of annual balances at Appendix E shows that there are a fair number of changes even under permanent investments. The most noticeable is the sale of securities to the value of Rs. 1,15,000 in 1922-23. This was done with the sanction

of the Senate, as required by rule, and was necessitated by the building programme then in progress. It is mentioned in a foot-note to the University auditor's accounts for the year, but does not appear to have found a place in any budget estimates, except the Buildings budget details (dealt with in the previous paragraph) where it might easily escape notice. If a building cannot be constructed without selling permanent securities, this fact cannot be too clearly emphasised in the budget. There was a similar sale of Rs. 50,000 securities in 1927-28 which is not mentioned in the accounts or budget, but in this case Punjab Bonds appear to have been bought as a temporary investment and sold the same year to finance building operations.

8. The following statement shows how budget figures have compared with actuals.—

(Thousands of rupees)

Year	Original budget	Revised budget	Actuals.	Comparison of actuals with original budget.	Comparison of actuals with revised budget.
1921-22 . { Income	5.98	6.07	6.53	+55	+46
{ Expenditure	6.80	6.74	6.34	-46	-40
1922-23 . { Income	6.81	6.74	6.89	+8	+16
{ Expenditure	7.07	7.19	6.93	-14	-26
1923-24 . { Income	7.66	7.81	8.34	+68	+53
{ Expenditure..	7.65	7.16	7.18	-47	+2
1924-25 . { Income	8.18	8.96	9.78	+1.60	+82
{ Expenditure	8.82	10.13	9.39	+57	-74
1925-26 . { Income	9.20	10.99	11.39	+2.19	+40
{ Expenditure..	9.50	10.32	10.50	+1.00	+18
1926-27 . { Income	10.37	10.62	11.12	+75	+50
{ Expenditure.	11.83	12.79	11.90	+16	-80
1927-28 . { Income	10.69	10.89	11.30	+61	+41
{ Expenditure	11.45	11.77	11.25	-20	-52
1928-29 . { Income	11.68	12.15	12.42	+74	+27
{ Expenditure	12.01	13.39	12.07	+6	-1.38
1929-30 . { Income	12.32	12.41	13.45	+1.13	+1.04
{ Expenditure	12.55	14.41	13.74	+1.19	-67
1930-31 . { Income	12.37	12.83	13.56	+1.19	+73
{ Expenditure	13.52	14.30	14.08	+56	-22
1931-32 . { Income	12.26	13.11	13.63	+1.37	+52
{ Expenditure	13.14	13.59	13.27	+13	-32

These figures show a remarkable expansion, which suggests that care must be taken to adapt budgetting methods to changing conditions. Every year the University budgets for a deficit. Almost every year the revised budget also shows a deficit. Actually there has frequently been a surplus, often a large surplus. This improvement in actuals is mainly

due to the underestimating of receipts, which have always exceeded not merely the original estimate but also the revised. On the expenditure side revised estimates have almost always exceeded the original, sometimes by large amounts, but actuals have invariably been below the revised estimates and sometimes below the original. In short budgetting has not been very accurate. Now the principle that the expected receipts of a year and the expected expenditure of the year should balance does not necessarily apply to a University as to a Government or local body, in which a surplus might be taken to indicate the desirability of lowering taxation. A University may be justified in budgetting for a moderate surplus in order to build up reserves. But a series of budget deficits which actually do not materialise can hardly fail to induce a lack of confidence in budget figures and by crying "Wolf! Wolf!", to lead to an excessive sense of security, which in a real financial difficulty may lead to disaster. At the best a feeling that receipts are habitually underestimated and expenditure overestimated must encourage extravagance and produce demands for sanction to additional expenditure which accurate budgetting would preclude.

9. The detailed figures for one year will repay examination, and the year 1930-31 may be taken as being the last before the Government grants were reduced. The figures are—

(Thousands of rupees).

Receipts.	Original budget.	Revised budget	Actuals.	Comparison of actual with original budget	Comparison of actual with revised budget
1. Fees of examinations .	6,39	6,81	7,43	+1,04	+62
2. Registration fees	40	41	44	+4	+3
3. Other fees ..	29	27	26	-3	-1
4. Library ..		1	1	+1	..
5. Publications ..	33	43	47	+14	+4
6. Miscellaneous	9	9	16	+7	+7
7. Interest	28	26	26	-2	..
8. Contributions	3,51	3,52	3,51		-1
9. Law College ..	89	83	81	-8	-2
10. Oriental College ..	2	2	3	+1	+1
11. Commerce College ..	17	16	16	-1	..
12. Special subscriptions and donations.	.	2	2	+2	..
Total ..	12,37	12,83	13,56	+1,19	+73

Expenditure.	Original budget	Revised budget	Actuals	Comparison of actual with original budget	Comparison of actual with revised budget.
1. General Administration	1,16	1,19	1,20	+4	+1
2. Remuneration of examiners.	2,46	2,53	2,49	+3	-4
3. Printing of Question Papers.	37	37	33	-4	-4
4. Conducting of Examinations.	1,50	1,71	1,70	+20	-1
5. Oriental College ..	99	99	96	-3	-3
6. Law College ..	84	83	81	-3	-2
7. Commerce College	67	66	64	-3	-2
8. University Teaching	2,24	2,25	2,26	+2	+1
9. Improvement of Education	88	88	82	-6	-6
10. Physical Training	9	12	10	+1	-2
11. Library ..	48	48	48	.	.
12. Appointments Board and Foreign Information Bureau.	7	8	7		-1
13. Publications	26	34	33	+7	-1
14. Gardens and Tournament Ground.	6	7	8	+2	+1
15. Oriental Publication Fund	5	5	5	..	..
16. Miscellaneous ..	39	44	45	+6	+1
17. Transferred to the Building Budget	1,01	1,31	1,31	+30	..
Total	13,52	14,30	14,08	+56	-22

It will be observed that on the receipt side "Fees for Examinations," of which Matriculation fees are the main constituent, account for more than half the total. The next biggest item is "contributions," which are practically all from Government. The University is in effect dependent on these two sources of income. In the last five years the total receipts have exceeded the original estimates by 5.7 per cent., 6.2 per cent., 9.2 per cent., 9.6 per cent. and 11.2 per cent. and receipts from examination fees by 5 per cent., 9 per cent., 13.3 per cent., 16 per cent., and 12.6 per cent. There is usually too a relatively large excess under "publications." On the expenditure side budgetting has been more accurate, but the result

would look less satisfactory were it not for substantial excesses under "Transferred to Building Budget," which balance savings under a number of other heads. These savings have in fact appeared in spite of numerous supplementary estimates. In 1930-31 the revised budget showed excesses over the original figure under 12 out of 17 heads, and this has in fact been usual, though as often as not actual expenditure has been below the original estimates. An improvement in the original budget therefore would appear to depend on a fuller estimate of examination fees and some reduction on the expenditure side. The revised budget, which is not presented to the Senate till very near the end of the financial year, could probably be made still more accurate by a close watch on the progress of actual income and expenditure.

10. The existing budget procedure has been thus described by the Joint Registrar :

"Circular letters are issued in the month of December every year to the heads of University colleges and departments to send in proposals for fresh expenditure, if any. These proposals are dealt with as under in the first instance —

- (a) The proposals submitted by the Law College, Hailey College of Commerce and the Punjab University Library, are at first considered by their respective committees.
- (b) The proposals relating to the University Teaching Departments are scrutinised by the Dean of University Instruction.
- (c) The proposals relating to the Oriental College are scrutinised by the Principal of the College who at present is also the Vice-Chancellor.
- (d) The proposals relating to the University Office, Director of Physical Training and the University Clubs are scrutinised by the Vice-Chancellor.
- (e) The proposals relating to the University Tournaments are dealt with by the Punjab University Sports Tournament Committee.

The recommendations of the scrutinising committees or scrutinising officers, as the case may be, are forwarded to the Board of Accounts. If any large expenditure or an important matter of policy is involved in the fresh expenditure proposed by the institutions or departments, then sometimes, under directions of the Vice-Chancellor, the matter before submission to the Board of Accounts, is submitted to the Syndicate for consideration and orders

which usually determine the need for the demand or otherwise, subject to the financial resources which are considered as a whole by the Board of Accounts. The budget then is prepared for the Board of Accounts on the following lines :

- (a) Revised estimates are taken from the expenditure incurred to date and the probable expenditure likely to be incurred up to the 31st March of the year. For the latter the average of the corresponding period of the three previous years is taken. Special features, if any, for the period are also taken into consideration.
- (b) For the forecast, the average of the three previous years, special features, if any, and the number of candidates likely to offer for various examinations are taken into consideration. The information relating to the number of candidates likely to appear in the various examinations other than the Matriculation and the Oriental Titles and Vernacular Languages Examination is obtained from the Principals of Colleges and due allowance is always made for those appearing as private candidates.

On the side of income, three features are of uncertain nature :

- (1) The grant from the Government for the budget year.
- (2) The fluctuation in the number of candidates offering for various examinations, especially those for which figures cannot be obtained from the institutions.
- (3) The number of students likely to seek admission in the Law College.

Therefore extreme caution under these three heads is observed.

The draft budget is then prepared which gives a financial picture of the whole for the next year and is circulated among the members of the Board of Accounts in advance of the meeting. The Board in a meeting discusses the budget in detail, scans the proposed income and scrutinises the proposed expenditure. The list of such of the fresh expenditure as is proposed, but owing to financial considerations cannot be included, is ordinarily available to the Syndicate and the Senate at the time of the consideration of the budget. In an exceptional year like the last, the Syndicate appointed a Sub-Committee including the Board of Accounts to review the financial position as a whole. The recommendations

regarding retrenchment, etc., went up to the Syndicate through the Board of Accounts along with the draft budget prepared by the Board

The draft budget as approved by the Board of Accounts is circulated to the members of the Syndicate in advance of the date of the meeting who have thus an opportunity to study it before the meeting is held. The Syndicate then considers the budget submitted by the Board of Accounts page by page and head by head. The copies as passed by the Syndicate are circulated among the members of the Senate, which body in a meeting held in the month of March considers the budget. Every Fellow has a right to discuss the general policy underlying the budget by way of Income and Expenditure, to criticise the policy and administration of the University and to propose additions to or reductions in the budget under consideration. If the additions proposed involve considerable expenditure, then ordinarily the Senate refers their consideration to the Syndicate, which usually appoints a Sub-Committee to go into the whole question and later on reports the result of its investigation to the Senate.

As regards the supplementary grants, the proposal submitted by the officer concerned is at first on the merits considered by the Vice-Chancellor. If he is satisfied of the need, he at first finds out from the Joint-Registrar whether money therefor is available under the budget provision by reappropriation. If that is not possible, and the demand is justified, then it is circulated among the members of the Board of Accounts, which, under the regulations, can sanction an item of new expenditure up to Rs. 500. If the grant required is more than Rs. 500, then the recommendations of the Board of Accounts are placed before the Syndicate, which, under the regulations, can sanction any item of new expenditure which does not involve an expenditure of more than Rs 2,000."

The following comments suggest themselves:—

- (1) In estimating receipts too much reliance should not be placed on previous averages, particularly in view of the general expansion that has characterised the last ten years. Much of the difficulty appears to be due to the fact that matriculation fees are paid towards the end of the financial year, and the estimate therefore has to be made a whole year beforehand. An improvement

would be effected by making the financial year begin on 1st October, which would have the additional advantage of bringing the receipts of fees and almost all the expenditure on examinations into the same financial year. But the summer vacation seems to preclude the preparation of a budget in August and September. Possibly the year might begin on 1st July, but it may be doubted if this would produce more accurate estimates of matriculation fees.

- (ii) The estimates of Government grants do not appear to have been inaccurate. In any case as the Local Government budget is in the hands of the printers in February and is published by 1st March it should be possible to arrange with the Director of Public Instruction to secure an accurate estimate of the University grants before the University Budget is laid before the Syndicate.
- (iii) Estimates of ordinary as opposed to new expenditure should be carefully scrutinised in the University Office. Though establishment charges must be fixed, economy can often be effected under contingent and similar charges, particularly at a time of falling prices.
- (iv) On the analogy of Parliamentary practice, which permits the Crown only to make proposals for expenditure, it might be as well to have a rule forbidding motions for increasing budget provisions by Fellows in the course of the discussion on the budget. It is impossible to examine the implications of such proposals in the course of debate and their acceptance might upset the budget. In any case there is a danger of such proposals being made for partisan purposes and without a due sense of responsibility.
- (v) Under paragraph 6 of the rules relating to the Syndicate (page 69 of Calendar) the Syndicate only has powers of transferring sums from the allotment for one object to another and these only up to a maximum of Rs. 2,000. It has no powers of authorising disbursements which

will involve a net addition to the expenditure provided in the budget. In fact it is not even clear that the Syndicate has any power of sanction at all. Rule 27-A of the Financial Rules (page 346 *ibid.*) permits the Board of Accounts to sanction "new" expenditure (evidently meaning expenditure involving an addition to the budget total) up to Rs. 500, and thus gives it greater power than the Syndicate. This anomaly, which is presumably due to rule 27-A. being a later addition, should be removed.

appropriations, and if the Senate is to retain these powers, any orders by a subordinate authority sanctioning fresh appropriations ought properly to take the form of anticipating the Senate's sanction. On the whole, however, it is perhaps unnecessary to introduce this complication into the Senate's regulations. The actual practice is for the Syndicate and the Board of Accounts not merely to sanction expenditure, but also to make fresh appropriations to meet it, and this has been done advisably as a result of the report of a recent Functions Committee. The practice might therefore continue and be recognised in the rules, provided orders sanctioning expenditure state clearly whether it is to be met within the existing budget allotment or not.

12. The next *desideratum* is a definite rule imposing on some person or body the duty of examining the financial implications of new proposals. Some years ago a chemical laboratory was built, and it was not till the building was in process of construction that it was discovered that no provision has been made for its equipment. Such an omission ought to be impossible; at any rate if it does occur, it ought to be possible to fix the responsibility for it. Similarly in simpler cases it ought to be somebody's duty to examine proposals of teaching departments and consider whether the object cannot be achieved more cheaply. At present the Joint Registrar may make suggestions, but it is not incumbent on him to do so. Whatever criticism is made should be brought to the notice of the authority competent to sanction, preferably in a self-contained note stating the *pros* and *cons* of the proposal and the source from which it is proposed to meet the expenditure, so that there may be no doubt of complete information being on record. This is particularly necessary when, as in the Board of Accounts, much is done by circulation.

13. In the early months of the year it is usually impossible to say, unless there is actual overbudgetting, that new expenditure can be met within the budget allotment or by reappropriation. So far as possible therefore the consideration of new proposals ought to be deferred till the latter half of the financial year, when it is easier to decide whether the expenditure should be incurred in the current year or incorporated in next year's budget. It is also fairer to the various departments that their proposals should be considered together. At present the figures suggest that, when it is known

that receipts are coming in well, applications for sanction to fresh expenditure are put in piecemeal and somewhat hurriedly, and the practice of transacting the business of the Board of Accounts by circulation must encourage this tendency.

14. It would probably be an advantage, even at the risk of some delay, to submit to the Board of Accounts all proposals involving expenditure for which no specific provision has been made in the budget. It is already clear from Financial Rule 27 that the Board is concerned with much more than accounts, and the best way of ensuring a thorough check over the growth of expenditure seems to be to require examination by that body. At present it usually meets only twice a year, though decisions are frequently made by circulation; but quarterly meetings are prescribed as a general rule by Financial Rule 27, and frequent meetings would seem to be desirable. It would be an advantage to strengthen it by the addition of a member of business experience nominated by Government, and its enlarged functions might be recognised by altering its title to that of Board of Finance.

15. For convenience of reference a statement is appended* showing the University's Income and Expenditure from 1921-22 to 1931-32, and also a statement showing annual balances on 31st March.

(ii) General observations.

16. Some witnesses have deplored the precarious position of the University. Professor Devi Dyal of D. A.-V. College, for example, has written:—

“The financial position of the University is precarious. There has been a decrease of 42 per cent in the Government contributions during the last two years. Looking into the audit and inspection notes of the Punjab University accounts, we find that there was a deficit of Rs. 28,710 in 1929-30 and Rs. 54,000 in 1930-31. Thus the budgets of the last year and year before were budgets of deficit. It will be impossible to balance the next year's budget, and the University will surely be on the verge of bankruptcy.”

The University has no Endowment or Reserve Fund, but merely a few Foundations entrusted to its charge by private donors for prizes and scholarships; it depends almost

entirely on Government grants and examination fees. If, through an accident, no examinations are held, or examinations need to be held a second time, as in 1931-32, the University is immediately confronted by a financial crisis. It may be unable to meet even its current obligations. In the total absence of endowments and reserves, it spends during each financial year a considerable part of the income received from fees for examinations to be held in the ensuing year, for which it has incurred financial obligations.

17. For the rest of its income the University is dependent on Government grants, but these are unstable. In 1929-30, Government contributed Rs. 3,48,000; but in 1930-31 this sum was reduced to Rs. 2,64,000, and in the current year to Rs. 2,09,000. In many other universities, this dangerous uncertainty is obviated by a system of statutory grants for a long period of years. We cite instances.

In the Madras University Act of 1933, it is laid down :

“ The Local Government shall contribute annually towards the said fund—

- (a) a sum equal to the amount of contribution by the Local Government in the financial year prior to the coming into force of this Act towards the recurring expenditure of the University; and
- (b) a sum on such conditions as the Local Government may impose, towards the salary, if any, of the Vice-Chancellor, the development of laboratories, libraries, museums and workshops, and the salaries of such teachers of the University as are appointed for higher research and for the advancement and dissemination of knowledge in particular branches of learning ”

The Dacca University Amendment Act of 1925 (Bengal) contains a similar provision :—

“ The Local Government shall, for the purposes of this Act, contribute annually to the University a sum of five and-a-half lakhs of rupees.”

When the Andhra University came into existence in 1926, it was prescribed in the Act :

“ The Local Government shall, on such conditions as may be agreed upon, provide or contribute towards the buildings and equipment required for such colleges, and also make an annual grant to the University for maintaining the institutions.”

But it was found necessary to provide more specifically in the amending Act (No. VIII of 1930) that the University Fund shall include—

“ an annual block grant of not less than one and a-half lakhs of rupees made by the Local Government for the general expenditure of the University each year ”

Again, section 48 of the Annamalai University Act (Madras Act No. I of 1919) requires that the Local Government—

“ shall contribute to the general fund annually a sum of one and-a-half lakhs of rupees.”

In the case of Andhra and Annamalai Universities the Madras Legislative Council has provided a Foundation Fund. In the case of the Andhra University it consists of—

- “ (a) the sum of twenty-seven lakhs of rupees which shall be given to it by the Local Government ;
- “ (b) any contributions to this fund which may be made by the Local Government, the Government of India, any local or other public body, or others ;
- (c) any contributions to this fund which may be made by the University ; and
- (d) the sum of three lakhs and eighty-five thousand rupees in securities and cash which stands to the credit of the Foundation Fund of the University.”

In the case of the Annamalai University :—

“ The said Permanent Endowment Fund shall consist of—

- (a) the sum of twenty lakhs of rupees given by the Founder, the Honourable Rajah Sir S. R. M. Annamalai Chettyar ;
- (b) the sum of twenty-seven lakhs of rupees given to it by the Local Government ; and
- (c) any contributions to this fund made by the Local Government, the Government of India, any local or other public body, the Founder or others.”

Some of the statutory grants provide large sums of money for non-recurring purposes, though they are spread over a number of years. For example, clause 89-C of the Andhra University Act provides that—

“ the Local Government shall, subject to such conditions as may be agreed upon between them and the University, give for the buildings and equipment of the University a sum of seven and-a-half lakhs of rupees, to which they may add such further sums as they may deem fit from time to time.”

Clause 43·2 (a) of the Annamalai University Act states:—

“The Local Government shall give for the buildings and equipment of the University a sum of seven and-a-half lakhs of rupees.”

When the enrolment of these universities is compared with that of the Punjab University, it will at once be observed that the Punjab Government has been parsimonious in this respect. In the circumstances we are of opinion that the University has recently been maintained only by adroit financial management.

18. The University has never adopted a policy of reserving portion of its annual surpluses for strengthening its financial foundations. Savings have almost invariably been applied to capital expenditure, mostly on buildings. This practice has probably produced the erroneous impression that its financial position is sound, and it may have afforded Government an excuse to provide less generous assistance than reasonable stability requires.

19. Though “the receipts and expenditure” of the University are covered by our Terms of Reference, we have not regarded ourselves as a Retrenchment Committee in a rigid sense. Lack of time in any case would have prevented our undertaking such a detailed task.

The Government of the United Provinces recently appointed a committee (generally known as the Harrop Committee), to reconsider the block grants of the three universities within its jurisdiction. This Committee recommended revised scales of salaries for university teachers, which would apply to future appointments, but not to present incumbents of posts. We give below a comparative table:—

	<i>Punjab University.</i>	<i>Proposals of Harrop Committee.</i>
Professors	.. Rs. 800—50—1,250	Rs. 600—40—1,000
Readers	.. Rs. 500—50—750	Rs. 350—20—550.
Lecturers	.. Rs. 250—25—450	Rs. 200—10—300.

Economy is perhaps possible in other directions. For example, almost all the clerks in the University Office (more than twenty in number) are in the same grade of Rs. 40—2—55—4—75—5—100, but in most other offices clerks are placed in different grades, according to their qualifications

and responsibilities. Thus, semi-mechanical routine work could be reserved for clerks whose maximum pay is Rs. 55 per mensem. For less mechanical work the grade Rs. 55—4—75 could be reserved for a smaller proportion; whilst the higher range (Rs. 75—5—100) could be restricted to the most responsible clerks.

Special allowances, such as those for private residence and conveyance, and also advanced increments and special salaries, seem to be given without reference to any definite principle.

We recognise the usefulness of teaching in French and German, especially to those who intend to proceed to foreign countries for study, or wish to engage in research; but remuneration at the rate of Rs. 400 a month for part-time lecturers in these subjects seems excessive, and is not justified by the small number of students receiving instruction. An additional fee for this extra tuition would not be unreasonable.

We have given merely a few illustrations of possible economies. The whole question can be examined only by a special committee appointed for the purpose.

20. There are indications that the University has not exercised satisfactorily its responsibilities regarding the financial organisation of its affiliated colleges, nor has it taken the necessary steps to ensure that their funds are properly administered, and that educational requirements are not evaded by various subterfuges. This should be done not only at the time of affiliation, but also at least at the time of inspection. Such scrutiny has been neither thorough nor efficient. The annual budgets and financial statements are rarely checked, and fundamental principles of educational finance are insufficiently safeguarded. For example, the receipts and expenditure of a college may be merged in the funds of the parent body, with the result that the college has no definite funds which can be called its own. Again, the University does not satisfy itself that a college is not conducted on a commercial basis, or that the games and other funds are not merged into the general revenues of the college. There is insufficient guarantee that the endowment funds of colleges are inviolable and cannot be diverted to other purposes by a mere resolution of the governing body.

21. The University has neglected to safeguard its own interests by ensuring that grants to colleges are spent on the purposes for which they are given. For example, in previous years Government made annual grants to the University for assisting colleges to improve their libraries and equipment, but the University did not sufficiently ensure that these moneys were spent as a supplement to the normal expenditure of colleges on these purposes. In consequence, these special grants were sometimes used merely to reduce the sums normally spent on the library.

This laxity of control extends even to such large expenditure as the annual grant of Rs. 27,000 to the Forman Christian College for the Department of Technical Chemistry. Audit of expenditure relating to University grants cannot be considered an invasion of the autonomy of colleges, and should be enforced, if the public is to be satisfied that the funds entrusted to the University are properly administered.

CHAPTER XI.

Recommendations.

(i) *Preliminary Remarks.*

It would be unwise—in fact impossible—to advise reform of the University in isolation from the previous stages which fix its general conditions. We have reached an early and unanimous conclusion that our basic recommendations must propose a reconstructed school system in the Punjab.

In many directions this Province has reason to be satisfied with its educational achievements. The Hartog Committee showed conclusively that it can bear comparison with other provinces in educational expansion. The total number of male pupils in recognised institutions advanced from 366,142 in 1917 to 996,570 in 1927 ; the percentage of increase during that period was 172·2, a percentage far higher than in any other province.

This large numerical increase has been shared by all communities, especially the Muslim. The number of Muslim pupils in all types of educational institutions rose from 196,921 in 1917 to 590,834 in 1927, and to 606,172 in 1930-31. It is satisfactory that Muslim pupils attend the ordinary schools rather than indigenous institutions. Though they are still backward in higher education, this deficiency is being gradually removed.

2. Numerical advance by itself, however, is no sure sign of progress ; it may be the reverse. We are therefore glad that the Punjab has achieved improvement in other directions.

In the *primary stage* efforts have been made to render the system more efficient and to reduce the alarming wastage which obtains in all provinces. The number of wasteful one-teacher schools has been largely decreased ; the number of vernacular middle schools has been materially increased ; the percentage of trained teachers is adequate ; school training in villages is being adapted to the environment of the pupils. It has not been within our scope to examine these matters in detail, but, though much remains to be done, the indications are favourable.

A school should aim at providing, not merely intellectual instruction and skill, but also a social model for its pupils. The school and hostel buildings of the *secondary schools* are generally adequate and well-constructed; the playing fields in many cases give ample facilities for recreation and physical exercise; pupils are encouraged to take part in extra-mural activities; school gardens are often bright and tidy; facilities for manual training are provided in various centres; the percentage of trained teachers is satisfactory.

We have been particularly attracted by the excellence of the physical training in schools. The supervisors, who have been trained by Mr. H. W. Hogg, are an admirable body of young men, whose influence is permeating the entire province.

The influence of the Boy Scout movement is wide-spread. Admirable and economical arrangements for indoor and outdoor recreation are readily available; scouts are encouraged to take an active part in social service; the traditions of unity and fellowship are such that the scouts may be expected in later life to transcend the narrow limitations of caste and creed.

Many of the *Intermediate Colleges* are admirably housed and equipped; the staffs are generally adequate both in quality and in quantity; good provision is made for the education of boys between the ages of fourteen and eighteen. Our main regret is that more students do not attend the Government institutions, while in some of the privately-managed colleges the number of students has seriously outrun their resources.

Many of the *Degree Colleges*, again, have fine buildings and pleasant surroundings; the teachers often possess good qualifications and take personal interest in their students; many of the students have considerable strength of limb and character and, given good training, should acquit themselves well in the responsibilities which lie before them.

The arrangements for the physical recreation of college students deserve appreciation. The Punjab University has led the way in India by appointing a Director of Physical Training. The Punjab is now producing a magnificent body of athletes, who have proved their skill both in India and overseas. They are also learning to play the game in the right spirit, and are acquiring the gifts of comradeship and leadership.

The *University*, assisted by some of the colleges, has tried to improve the higher teaching and to stimulate research. In certain departments of study, the Punjab has won a reputation for scholarship, not only in India but also overseas. The original contributions of the University Professors of Chemistry, Zoology, Botany, Mathematics, Economics and certain oriental studies, and of Readers and research students in their departments, deserve special notice.

A large building programme has been completed, which includes the construction of the Chemical laboratories, the Hailey and Maynard Halls, a new Law College and hostel, and hostels for the Oriental and Commerce Colleges.

3. Many witnesses from all communities and sections of thought, however, have impressed upon us the urgent need of drastic reform. We agree with these views, mainly on the ground that these valuable assets should serve a better purpose, and that the Punjab should reap the full benefit of its opportunities.

Our main criticism of the existing system is that it has overtaxed its strength. The University is overburdened by the immense area of its jurisdiction and by the ever-increasing number of students, many of whom are ill-fitted for such education. If the present rate of expansion is maintained and no relief is given, the burden will become intolerable. In a word, the University is becoming more and more a vast administrative machine. If the burden is further increased, the machine may cease to function.

A readjustment of the present system is imperative in order to meet the expanding needs of the Province. It will be for those in charge of the system to fill in the details. We have no desire to hamper them by meticulous advice.

(v) *School Foundations.*

4. In spite of several meritorious qualities, the school foundations are not strong enough, particularly in organisation and adjustment. Every stage of education should have a clear objective, and as far as possible be self-contained. There is too much overlapping between the successive stages. In consequence there is confusion of objective.

5. The main objective of the *primary course* should be to make the masses literate and to give them that modicum of knowledge which all should possess; but many witnesses have pointed out that a primary school with only four classes

is unlikely to fulfil even this limited aim, especially in rural areas, where the danger of relapse into illiteracy is very great. Many pupils have to attend the middle department for one or two years in order to accomplish what should be the end of the primary course. This practice is inconvenient and uneconomic in itself ; it also confuses the function of the middle schools. There is much justification for the view held by many witnesses, that the primary course should be extended to five years in order to ensure literacy within that stage. The majority of pupils would then complete the modest degree of education which their parents have sought for them.

6. The *vernacular system of education*, which is completed at the Vernacular Final examination (held at the end of Class VIII) is in theory a self-contained course, which aims at a higher training of the rural classes in subjects suited to their environment through the medium of the vernacular. Efforts have been made in recent years to improve the teaching in vernacular middle schools by training the pupils to take a leading part in the development of the countryside. But the middle departments are handicapped in this attempt by the inclusion of boys who are completing the primary course and also of those who regard them merely as a stepping-stone to anglo-vernacular schools. The former can be accommodated, as suggested, by the extension and improvement of the primary course. Pupils who desire English education would be better advised to attend the anglo-vernacular schools than the optional English classes in vernacular middle schools. If there are no such classes, they are detained at a later stage in the special English classes of anglo-vernacular schools. A well-devised system of scholarships is desirable.

Even if vernacular middle schools are relieved of these extraneous functions, their proper object cannot be fully achieved until the course is extended by one year. Moreover, the vernacular secondary course should be as complete and efficient as the shortened anglo-vernacular secondary course, which we shall propose. This innovation should be followed by beneficent results. The rural areas need for their progress a complete and efficient system of vernacular education, which should embrace the sciences specially related to rural life. With this extended course, also, village teachers would receive a more liberal general education than at present.

7. There is far greater confusion of aim and scope in *anglo-vernacular schools*. The middle schools do not form a separate stage of education, but are merely half-way houses along the road towards Matriculation. Those who leave school at the end of the middle course have by no means completed the task which they were intended to perform.

Matriculation is the goal to attain which all *high schools* devote their energies; nevertheless it does not complete school education. Our evidence is practically unanimous that, whereas many pupils prolong unduly their literary studies, the average matriculate has insufficient general knowledge and training to fit him properly for a university course. Some matriculates pass on to a degree college; others to an intermediate college; but many discontinue an education which is at this point incomplete and ill-balanced. About half the candidates for Matriculation are unsuccessful; they therefore leave school as failures, or prepare for another attempt. The waste of time, money and effort must be enormous.

8. This confusion of aims and stages in earlier education leads later to disastrous results. Colleges are inflated with students who are clearly unfitted for university teaching, as is proved by the large proportion of failures in the several university examinations. The higher classes of the schools are congested by boys of inferior attainments, and teaching is stultified by their duality of purpose—preparing boys for college along with others who have neither desire nor competence for a college career. Many inept boys continue a purely literary education, mainly because they believe, often wrongly, that it will yield a marketable qualification. All pupils, from the middle stage onwards, suffer from the strain of biennial examinations, and unfortunately tend, after each examination, to change their courses of study and to select unsuitable combinations of subjects. The ever-present fear of an impending examination is dangerously apt to degrade teaching to cramming and to destroy genuine educational ideals.

We recommend that—

1. (a) *The secondary course in vernacular schools should be increased by one year;*
- (b) *The secondary course in anglo-vernacular schools should be decreased by one year;*

- (c) *The leaving examination in both types of schools should be held at the end of Class IX.*

9. One of our main objects in making these recommendations is that the secondary stage of education shall be self-contained, and that it shall not be broken by an examination held during its course. Study should be continuous, and subjects should be arranged to provide a good general education for all pupils. Above all, there should be no sudden break during the course, as now, on account of a change in the medium of instruction.

- II. (a) *The subjects in the secondary course, ending at Class IX, should be so arranged that the course may be continuous and self-contained ;*
 (b) *The vernacular medium should be used throughout the course ;*
 (c) *The medium of examination should be the vernacular.*

With the acceptance of these proposals, the progress of the pupils should be more rapid than now, as they will be taught throughout in a language which is familiar to them ; and they will not be subjected to the present embarrassment of having to re-learn many of their subjects through another medium.

10. The thorny question thus arises whether one vernacular or several vernaculars should be used for instruction and examination at the secondary stage.

We have already explained the present practice, whereby in the Punjab Education Code, Urdu, Hindi and Punjabi are equally recognised as media of instruction in Classes I to VIII, and in the Matriculation examination candidates are permitted to answer their History and Geography papers either in English or in one of three vernaculars. On the other hand, the text-books are generally written in Urdu script, and answers in the Vernacular Final examination are written in Urdu.

We agree that pupils should be taught through the vernacular with which they are most familiar, and suggest that the flexibility in the present system should be retained. But we view with some alarm the division of schools into exclusive compartments by the provision of separate language classes. Much additional expenditure might be incurred, and, even more regrettable, the unfortunate division of communities might be accentuated.

We draw attention to the proposals made by the Director of Public Instruction, that Romanised Urdu should be used in the schools in the hope that a form of Hindustani may be developed, which would include Urdu and Punjabi words and phrases and become the *lingua franca* of the province. We hesitate to formulate this suggestion as a specific recommendation, because the method adopted by the Indian Army for writing Hindustani in the Roman alphabet requires revision before it can be used for literary or educational purposes. It would be necessary to devise a simple system of Roman spelling, less rudimentary than that which is employed in the Indian Army system, and less elaborate than the systems of transliteration which have been devised for the instruction of foreigners. When this has been achieved, simple Roman spelling may well prove a valuable aid in school teaching and for other purposes. We hope therefore that this promising suggestion will be practically pursued.

11. The use of a vernacular as the medium of instruction, by itself, will not necessarily improve the teaching of that vernacular. Indeed, the employment of an insufficiently developed medium may have results even more unfortunate than the employment of a foreign medium. If students are to be trained to think and to express themselves clearly in a vernacular,

III. *the teaching of the vernaculars as subjects of study should be extended and improved.*

We shall suggest later the measures which should be adopted for this purpose.*

12. While recommending that the use of English, as the medium of instruction, should be postponed until after the completion of the proposed secondary course, and that the teaching of vernaculars as subjects of study should be improved, we by no means suggest that the teaching of English in anglo-vernacular schools is unimportant.

English is the language of administration in India; English notices (with or without vernacular versions) are exhibited in streets, at post offices, on railways, and in the Courts and Government offices. Many of those who have taken a leading part in the life of the country have been impregnated with the spirit of English literature, and have testi-

fied eloquently to the inspiration which they have derived from their studies. All the vernaculars have been deeply influenced by the study of English literature. Above all, English is the ordinary medium of communication between provinces and with the outside world. Indeed, the use of English is perhaps the greatest bond which has linked together Indians of all provinces and communities. Without this bond the federation of India will be an idle dream.

IV. *The teaching of English as a subject of study should be retained and improved in all anglo-vernacular schools.*

We realise, however, that indifferent teaching of English in schools does more harm than good. We approve the recent abolition of the Junior Anglo-vernacular training classes and the recruitment for giving instruction in English in schools of the best teachers that the Central Training College can provide.

13. If pupils are to make proper progress, they should not be retarded by the necessity of learning several languages from an early age. If excessive time is occupied in linguistic studies, other equally important subjects must be neglected.

14. These proposals are not intended in any way to provide an opportunity for reducing educational facilities, so that pupils may be denied education merely because they are ill-fitted for literary education. We are in favour of more education, not less education; but we are convinced that a more suitable form of education should be provided for many of the pupils. We have indicated the strong demand made by many witnesses for vocational training; we have shown that about one-half of the pupils in the two high classes are so old that it would save time, money and opportunity if many of them were diverted to other avenues at an earlier age. *The money saved could be better spent in the expansion of vocational training.*

We are convinced that—apart from the expense which would be involved—the inclusion of vocational subjects within a literary course would very probably defeat its object by suggesting to pupils a sterile, hybridised course and by weaning them away from practical pursuits.

We also doubt the wisdom of premature vocational training. Industrial primary departments are the result of a

confusion of thought. The pupils are too young for such training. Further, vocational training should not be attempted until pupils have gained the essential rudiments of general education ; therefore the inclusion of general subjects in industrial schools should be unnecessary.

- V. (a) *Separate primary industrial departments should be discontinued and all children, whatever be their bent, should attend the ordinary primary schools.*
- (b) *Industrial and craft schools should be increased in number and improved in quality.*
- (c) *These schools should be adjusted in the general scheme of education in such a way that recruits shall have gained a sufficient measure of general knowledge to enable them to apply themselves wholly to their practical training in separate vocational institutions.*

We suggest that pupils should be admitted to industrial schools at Class VI and to craft schools at Class X, for it is essential to divert a large proportion of the pupils at these stages to practical pursuits.

15. This re-adjustment and shortening of the anglo-vernacular secondary stage will also be to the advantage of those pupils who are considered competent and desire to continue their literary studies preparatory to a university course.

The Punjab boy has many admirable qualities. But these often remain undeveloped, because a premature college training is wrongly substituted for a good school training. The present Intermediate stage is in reality an inferior alternative to the completion of the school course. Though it is debateable whether Intermediate students at present receive inspiration from lectures delivered by college teachers of eminence and scholarship, the loss of this possible advantage would be more than compensated by senior school discipline, school methods of teaching, school activities and associations.

- VI. *The Intermediate classes should be removed from the University course.*

16. We attach importance to the form of institution in which these students should receive their higher secondary

or pre-university training. It should be, not a mere prolongation of the ordinary secondary school, but an institution complete and separate in itself, unitary in aim. The Principals of these institutions should be men of experience and wide vision. The teachers should ordinarily have received training, and should possess good and varied qualifications. Every encouragement should be given for physical exercise and the playing of games. The schools should be limited in size, so that the Principal can know all the pupils personally. The classes should also be limited in size, so that the teacher may know his pupils individually and intimately.

The higher secondary schools, which we propose should be instituted in place of the present Intermediate colleges, should not all provide a merely literary education of the type which leads pupils to the University. A good proportion of these schools should give specialised training for agricultural, military, clerical and commercial careers. The curriculum should be determined partly by the area which each school serves. For example, in districts largely inhabited by families with a military tradition special training should be provided for boys who wish to prepare for entrance to the Indian Military Academy, while in agricultural districts schools should provide a scientific introduction to that pursuit. Other schools should afford a clerical and commercial training, and a diploma might be awarded at the conclusion of the school course to those who have attained proficiency in these subjects.

If these forms of vocational training are made efficient by the provision of carefully adapted courses, specially qualified teachers and suitable equipment, they should not only divert a large number of boys from the purely literary highway which at present leads them to the University and so to "black-coated" unemployment; but should also provide avenues, which do not now exist, to a military, commercial or clerical livelihood, and should improve the status of the more prosperous agriculturists, fitting them better to play their part in the public life of the Province.

In this scheme diversion of the humblest class, who would furnish mistries, would occur at the end of Class V; of better educated boys, who would be absorbed in industries, at the end of Class IX; and of still better educated boys for these higher callings at the end of Class XII.

- VII. *The present Intermediate classes of the colleges and Class X of the schools should be included in separate self-contained higher secondary institutions, the courses for which would thus extend over three years.*

17. About 20,000 pupils are included at present in the three classes concerned, within the Province. Of these about 13,000 are in Class X, and there are about 3,500 in each of the two Intermediate classes. A very large number of pupils in Class X are of the kind who should in future be diverted at an earlier stage to vocational institutions. On the other hand, many of the pupils who now stop short at Class X will complete the course. Probably the number in the first category will exceed that in the second, and therefore the present total of 20,000 may be regarded as the maximum. If these schools have an enrolment of between three and five hundred boys, about forty schools will be required.

The existing Intermediate colleges should provide about one-third of the requisite number, though some of the privately managed colleges will need many improvements both in staff and accommodation. Many of the existing high schools, with improved science accommodation, can be appropriated to this higher work. Preference should be given to institutions whose management is common to all communities. Purely communal institutions produce unnecessary and very undesirable competition.

We cite the opinion of Mr. Sanderson, Director of Public Instruction, with which we concur :

“ It is probable that fifty higher secondary schools preparing boys for the University will be sufficient. This arrangement will be economical. Our intermediate colleges have beautiful buildings, and so have many of the high schools spread over the province. It should be easy to convert them into institutions of the new type. The standard of admission should be a high one, and comparatively high fees should be charged.”

If these higher secondary schools are to be conducted efficiently, they will entail considerable expenditure.

- VIII. (a) *The students' fees should be uniform and proportionate to the cost of this type of institution.*

(b) *Poor boys of capacity and promise should be assisted by liberal scholarships and stipends.*

(c) *A maximum age limit for entrance should be imposed.*

Backward boys of rich parentage should not be assisted in their education by the tax-payer; while backward boys of poor parentage should not be encouraged to seek admission to these institutions.

18. Difficulties may arise in Lahore. In order to relieve the present serious congestion, especially of Intermediate students, the new institutions in Lahore could, perhaps, be limited very largely to those who are resident in or near Lahore or are living with relatives. Even with this restriction, provision will have to be made for a comparatively large number of boys.

IX. *Some latitude should be allowed at first to the Lahore colleges, so that they may have time to adapt themselves to the new conditions.*

This latitude will be advisable on many grounds. It will be difficult for Lahore colleges in all cases immediately to provide separate accommodation for the new institutions. Hasty action would be unwise. Many parents now refrain from sending their boys to Intermediate colleges, because they do not wish them to change institutions in the middle of the course. But they will probably seize the opportunity of sending their boys for the completion of their higher secondary course to institutions nearer their homes, away from the expense and temptations of a large city. Lahore colleges should therefore wait until they can ascertain more accurately the amount of accommodation which will be required, for this may well be much less than is anticipated at the outset. The school classes should be under a separate staff and Principal, and the numbers, especially of those coming from outside Lahore, should be discouraged.

19. Certain classes of the community have demanded a better type of school, which would be conducted on the lines of the Public Schools of England, but should not merely imitate them. The foundation of such schools should be encouraged, as their influence on the life of the Province would be very salutary. These schools might include more than three classes, as well as preparatory departments.

- X. *The system should be flexible and should allow for the inclusion of a few schools on the lines of the "Public Schools" of England.*

20. We have paid earnest attention to the nature of the Authority which should be responsible for the recognition and general supervision of these higher secondary schools. In our opinion neither the Department of Education nor the University should be burdened by these administrative responsibilities. We share the judgment of the Calcutta University Commission, that a separate Board should be instituted for the control of this stage of education, as has already been done in the United Provinces, Dacca and Ajmer-Merwara.

We have also considered whether the University, or the proposed Board, should be responsible for prescribing the courses and conducting the examination to be held at the completion of the period, which would be regarded as a qualifying test for admission to the University. The Authority which is responsible for the general supervision and recognition of these schools should also be responsible for conducting the examination of the pupils. Duplication of authority is undesirable and leads to confusion. Moreover, the University should be in a position to concentrate its energies on its own proper work, and its governing authorities should be constituted for that purpose. But the University should be intimately associated with the Board, by a large representation thereon. Similarly the secondary schools which would prepare pupils for admission to the higher secondary schools, should also be represented. The University should be at liberty to impose whatever standards and requirements it may consider advisable on all candidates seeking admission to its colleges.

The Board should also conduct the examination held at the completion of the secondary anglo-vernacular course and serving as the qualification for admission to the higher secondary schools, but the recognition of secondary schools should continue to rest with the Education Department. Vernacular schools should not come within the purview of this Board.

The Chairman of the proposed Board should be a man of ripe experience in educational administration and should be in a position to devote much, if not all, of his time to its

proper working. We do not think that the Director of Public Instruction has sufficient leisure for the performance of these onerous duties, but the Chairman should be nominated by Government. In addition to University representation, the Board should include men and women with wide experience of school management, at least one representative of training institutions, principals of higher secondary schools, heads of secondary schools, and members representative of public opinion. A proper blend of these qualifications is essential to efficiency and public support.

XI. (a) *A Board of Higher Secondary Education should be constituted by legislation ;*

(b) *The main functions of the Board should be—*

(i) *to prescribe the courses of instruction for higher secondary schools ;*

(ii) *to conduct the entrance and leaving examinations and to award diplomas and certificates to successful candidates ;*

(iii) *to recognise institutions for the purpose of its final examination ,*

(iv) *to call for reports from the Department of Public Instruction on the condition of recognised higher secondary schools or of institutions applying for recognition ;*

(v) *to submit to the Government its views on any matter with which it is concerned.*

(c) *The Board should consist of—*

(i) *a Chairman nominated by Government ;*

(ii) *an educational officer working in the headquarters of the Education Department nominated by the Director of Public Instruction ;*

(iii) *the Deputy Directress of Public Instruction ;*

(iv) *the Principal of the Central Training College ;*

- (v) *two Divisional Inspectors of Schools, nominated by Government ;*
- (vi) *two Principals of recognised Government higher secondary schools for boys, nominated by Government ;*
- (vii) *one Principal of a recognised non-Government higher secondary school for girls, nominated by Government ;*
- (viii) *two Principals of recognised non-Government higher secondary schools, elected by Principals from among their own number ;*
- (ix) *four heads of recognised anglo-vernacular secondary schools, of whom one should be nominated by Government and three should be elected by the headmasters of non-Government schools ;*
- (x) *ten members nominated by the Syndicate of the Punjab University, of whom one should be a Syndic, two should be Fellows who are not Syndics, and seven should be " recognised teachers " of the University ;*
- (xi) *four members of the Punjab Legislative Council elected from among their own number ;*
- (xii) *one member of a Municipality to be co-opted by the Board ,*
- (xiii) *one member of a District Board to be co-opted by the Board.*

The Board should be authorised to co-opt persons not exceeding three in number (of whom one should be a woman) on account of their possessing expert knowledge in subjects of study included in the courses prescribed by the Board.

The Secretary should be appointed by Government.

The Board should appoint Committees of Courses and Examinations, and for Recognition, and such other Committees as may be prescribed by the Regulations of the Board. Such Committees

should consist of members of the Board and of such other persons as the Board in each case may appoint.

We wish to amplify our opinions in regard to recognition and inspection.

Each application for recognition as a higher secondary school should be disposed of by the Board, subject to the conditions of the Act, on the report of the Inspector of Schools concerned, with whom should be associated one or more persons chosen from a panel of names prepared by the Board.

The Inspector of Schools should inspect the higher secondary schools, mainly with the object of ensuring that the conditions of recognition have been faithfully observed. But the Board should from time to time appoint a Committee of Inspection, which should consist of persons appointed by the Board, and might include an expert from outside the Punjab. This Committee should take a wide view of its duties, and should inform the Board not only of the condition of individual institutions, but also of the general condition of higher secondary schools as a whole. The Board should consider the general observations and recommendations of the Committee, and forward its matured opinions and proposals to Government.

*(iii) The Prospects of Teaching Universities
in the Punjab.*

21. The removal of the Intermediate classes from the jurisdiction of the University will give it much relief; but it should also receive relief in respect to the wide area of its jurisdiction. We regret that, owing to the limitation of our scope, we are unable to make comprehensive recommendations for the achievement of this advantage.

22. We first considered the possibility of a separate unitary teaching university in Lahore, such as has been constituted in Allahabad; but we cannot recommend such a proposal. Large additional expenditure would be required immediately; the deep-rooted traditions of the colleges forbid it; there would be a danger of erecting an unwieldy centralised organisation, which would provide insufficient contact between teachers and students; the *mufassal* would remain undeveloped. The weight of our evidence is opposed to this project.

23. We do not approve another proposal: that the Punjab University should be split up into two or more affiliating universities. Though an affiliating university will be required in the Punjab for many years to come, it is inadvisable that such universities should be multiplied. Moreover, no other centre in the Punjab can afford suitable headquarters for a new affiliating university.

24. It would be more desirable and practicable to aim at establishing in the future several new self-contained unitary universities. At present, with one possible exception, no centre in the Punjab can be considered strong enough to stand alone and to become the seat of an independent university. Hasty action in this direction would invite disaster, not only to the centre or centres concerned, but also to standards of efficiency throughout the Province. Every encouragement should be given, however, to promising mufassal centres to enable them to gather the strength necessary for future independence. This support has not been given in the past.

We refer not merely to difficulties in providing higher teaching, but rather to the lure of the metropolis, which possesses magnetic attraction for many students from the mufassal. Though we do not suggest the imposition of hard-and-fast restrictions on the movements of students, especially of those who desire to participate in the higher teaching, which at present Lahore alone can give, we are convinced that the majority of students residing outside Lahore would be well-advised to attend a degree college in the vicinity of their homes.

In recent years the University and Government have been lax on certain occasions in recommending and granting affiliation to the degree status, thus tending to subvert the standard of teaching and to subject colleges to unwise and unnecessary competition. If the mufassal is to prosper, its energies should not be dissipated.

There are several promising mufassal colleges, each of which, with due encouragement, might enrol some three or four hundred suitable students reading for a degree. Though they would be unwise to undertake higher teaching beyond their resources, their aspirations thereto should not be impeded merely on account of their location.

We strongly recommend a *bold policy of higher educational development in the mufassal.*

- XII. (a) *Well selected degree colleges in the mufassal should be encouraged and developed ;*
 (b) *The more promising of these colleges should be permitted and assisted to provide higher teaching and thus to prepare the way to becoming ultimately independent unitary universities. But we deprecate hasty action in this direction.*

25. We have been impressed by the stimulating vigour and initiative shown by many persons connected with mufassal colleges, but we have been depressed by the isolation in which many of them live and work. Constant development of ideas and experience is essential to their well-being and improvement. Schemes for mufassal development have been too much regarded from the standpoint of ahore, rather than from that of the mufassal. Means should be provided whereby views on its improvement may first be discussed and crystallised by those directly concerned, and then placed with authority before the University.

XIII. *A University Board of affiliated colleges should be constituted.*

- (a) *The functions of this Board should be —*
 (i) *to advise the Academic Council on all matters affecting the welfare of these colleges ;*
 (ii) *to advise the Syndicate in respect to all applications for affiliation.*
 (b) *The Board should be composed of the following :*
 (i) *The Vice-Chancellor (Chairman).*
 (ii) *The principals of all affiliated colleges.*
 (iii) *Five "recognised" teachers in the affiliated colleges, to be elected from among their own number.*
 (iv) *Five Heads of University Departments appointed by the Academic Council.*
 (v) *Three members nominated by the Vice-Chancellor.*

26. *Khalsa College, Amritsar, is the exception to which we have already referred. We do not feel justified in definitely recommending the conversion of this college into an*

independent unitary university, but it is the outstanding illustration of a mufassal centre which should seek early independence. We would remind its authorities, however, that a superior college is infinitely better than an inferior university, and we deprecate hasty action without counting the cost.

XIV. *We prefer to recommend certain conditions which seem to us essential to the well-being of the proposed university—*

- (a) *It should be unitary and should not dissipate its energies and resources on the affiliation of institutions outside the University area. As Khalsa College is situated outside the city of Amritsar, there should be no objection to colleges within the city being connected with another University, or Authority, should they so desire.*
- (b) *Though the University would be at liberty to impose additional standards of efficiency, the final examination held by the proposed Board of Higher Secondary Education, or an examination held by another University or Authority which is regarded as equivalent, should be the test of admission to the University, which should not concern itself with school education and tests.*
- (c) *If a higher secondary institution is maintained within the precincts of the University, it should be under separate management and should come within the jurisdiction of the Board of Higher Secondary Education.*
- (d) *The University would be well-advised to concentrate its energies and resources on a few departments of study, especially those of a professional type, and should not attempt to traverse the whole field of university education.*

- (e) *The staff of the University should not be drawn solely from the Sikh community ; other communities should be represented on the staff on equal terms with the Sikh community.*
- (f) *Suitably qualified students from all communities should be admitted to the University on equal terms with those of the Sikh community.*
- (g) *The financial resources of the University should be sufficient to guarantee its proper maintenance and also to provide an adequate reserve against unforeseen contingencies.*
- (h) *The Governing Authorities of the University should be suitably constituted and should represent not a section, but the whole of the Sikh community. The academic authorities of the University should be constituted irrespective of community.*

It will be observed that, for several reasons, we have placed the Khalsa College in a category of itself, and have recommended that it should receive special consideration and representation. It is the most highly developed mufassal college ; it has maintained higher university teaching in several subjects for a number of years past ; it is the most obvious example of a "potential university" in the Province. But its proximity to Lahore and its large size and importance in the present organisation of the University suggest that it should receive special treatment in a possible period of transition, during which the Sikh community, with the encouragement of the University and of Government, may be able to provide the necessary conditions for its elevation into an independent university.

(iv) The University and the Colleges.

27. Our project of the gradual evolution of new universities by a process of "hiving off" is, as we have shown, necessarily vague. It can be made definite only by the logic of future events. But we believe that that logic implies certain principles which, if consistently pursued, should result in the creation of a number of independent unitary universities.

In Lahore the constituent colleges, together with the present incorporated and professional colleges, would provide a satisfactory nucleus of a teaching university. While supplementing the resources of these institutions, the University would be engaged mainly in organising and stimulating the work of the whole federation.

In the mufassal the better colleges would be encouraged and assisted to grow in strength and influence, with the aim of becoming ultimately independent universities.

The two pivots on which, in our judgment, future policy should depend are (i) the closer association of colleges in Lahore with each other and with the University, and (ii) a bold constructive plan of mufassal development.

28. Neither of these ideals—nor any proper ideal—is attainable, unless there is a spirit of harmony and co-operation between the University and its colleges and between the colleges themselves, and unless more effective control is vested in the University.

We have already indicated our opinions in regard to what is generally known as "University teaching": that there should be no sharp distinction between University and college teaching; that all formal teaching (except in classes which do not prepare students for university examinations) should be regarded as university teaching. In consequence of this sharp distinction a spirit of rivalry has recently grown up between the University and its colleges, and especially between the Lahore colleges (which tend to monopolise higher University teaching, as now understood) and mufassal colleges. We do not mean by this that separate provision should not be made for the more gifted students, but that there should be no cleavage within the student body or between the University and its colleges.

XV. *There should be no sharp distinction between University and college teaching, but the University should possess suitable powers of control over all teaching given in its name.*

29. There are certain directions in which effective control should be vested in the University, so that it may be able to integrate and stimulate the activities of colleges. If colleges are permitted to retain and aggrandise almost unfettered autonomy, they will generate friction, waste their

energy in duplication of functions and inevitably cause a general lowering of standards. The interests of all will suffer increasingly by the absence of disciplined co-operation.

It is a necessary function of the University to ensure that an affiliated college is managed by an appropriately qualified body, that its financial position is satisfactory, and that it is governed under suitable statutes. In particular the conditions in which teachers serve and work should be such as will attract and keep well qualified men. The University should ensure reasonably efficient teaching by the formal recognition of individual teachers.

XVI. *Every affiliated college should satisfy the following conditions :*

- (a) *The total number of students should not exceed 600, and a due proportion of qualified teachers should be maintained. (We suggest an average proportion of one teacher for twenty students).*
- (b) *Reasonable accommodation should be provided ;*
- (c) *The University should only take cognisance of attendance at lectures and other instruction given by teachers whom it has duly recognised ;*
- (d) *The minimum rates of college fees payable by students should be fixed by the University ;*
- (e) *Before admission to affiliation, a college should satisfy the University that its environment provides a suitable university atmosphere, and that it will not compete unreasonably with other colleges ;*
- (f) *Each college should be a public educational institution ; the whole of its funds should be appropriated to its own educational purposes and should be fully controlled by its governing body ;*
- *(g) *The governing body should be properly constituted and should include, in addition to the Principal, at least one representative of the teachers ;*

*Governments of Provinces and States should be considered governing bodies of all colleges maintained by them

- *(h) The rules under which the governing body exercises its powers should be subject to the approval of the University ;*
- †(i) The rules regarding the conditions of service for college teachers should be approved by the University ;*
- (j) The provident funds of teachers and all special funds, such as games and library funds, should be kept in separate accounts and placed in a bank approved by the University ;*
- (k) No teacher should receive a salary below a minimum prescribed by the University ;*
- †(l) Every teacher should be employed under written contract, stating the conditions of his appointment and the salary to be paid ; a copy of this contract should be given to each teacher so employed and a further copy should be lodged with the University ;*
- †(m) The college should agree to accept the decision of a University tribunal in any dispute regarding the fulfilment of its contract with a teacher in respect of his salary and the conditions of his appointment. The decision of the tribunal should be final ;*
- (n) The University Tribunal of Arbitration, referred to in paragraph (m) above, should consist of the following persons :*
 - (i) The Vice-Chancellor, who should be Chairman.*
 - (ii) One other Syndic appointed by the Syndicate*
 - (iii) One representative nominated by the governing body of the College which is a party to the dispute.*
 - (iv) One representative nominated by the teacher who is a party to the dispute.*

**Governments of Provinces and States should be considered governing bodies of all colleges maintained by them.*

†This should not apply to colleges maintained by Government of Provinces and States.

30. Many of these provisions are already included in the conditions of affiliation, but they are rarely fulfilled effectively, chiefly because the University has not insisted rigidly enough upon obtaining complete and timely information and upon executing its sanction. Without such guidance, a college may deteriorate steadily in orderly administration and efficiency, the University not becoming aware of the fact until too late. In that case only the most drastic (and therefore the most difficult) treatment is possible. Friendly and salutary advice is a better corrective than drastic punishment, but in present circumstances the latter is often the only means of correction and is therefore avoided, with a consequence of steady deterioration of standards.

31. University inspections have been carried out somewhat perfunctorily, and salutary recommendations in inspection reports have often passed unheeded. Inspectors themselves have sometimes lacked necessary qualifications and experience. The University appears to have valued inspection of colleges so little that its cost has been one of the first items to be temporarily retrenched, whereas surely it should be the last. Inspection should be regarded as a means of securing economy and efficiency, not merely as a minor source of expenditure.

The University should jealously guard the right of inspection, which should not only provide a means of checking returns and statistics and of ensuring that the conditions of affiliation are faithfully observed, but should also enable the University to guide and stimulate the activities of colleges, and to formulate its policy of future development on the firm basis of accurate information and experienced advice.

32. The University is building up a professoriate, and this practice should be extended, but we are doubtful whether it is gaining the full benefit of the experience and advice which a professoriate should give. A University professor should organise and guide the teaching of his Department throughout the Province. He should not be confined to his lecture-room and office, nor have contact with only a handful of students; he should tour extensively, and his influence should permeate far and wide. It is by informal discussions, by gatherings of teachers, by occasional lectures in colleges, by helpful advice, that his influence can best be impressed upon the teaching of his subject.

- Λ VII. (a) *All colleges should provide such statistical and other information as the University may from time to time determine ;*
- (b) *The University should take early steps to prepare forms of full statistical and other tables which, when completed, should be scrutinised by the University ;*
- (c) *A Board of Inspection should be constituted on which an expert or experts from outside the Punjab might find a place ;*
- (d) *University professors should be given ample opportunities for visiting colleges.*

33. With this information and experience the University should periodically survey its position, calculate its resources, define its defects and frame its policy of future development. This careful appreciation of its position would remove possible reproach against the intermittent nature of its reformatory efforts in the past. It would also demonstrate to the public that the University and its colleges are united in working towards a common goal.

XVIII. *The University should periodically survey the whole of its educational field with a view to formulating and adapting a comprehensive policy of progress.*

34. The condition of mufassal colleges can easily be determined, because they are mostly isolated institutions which depend mainly on their own resources. It is necessary to ensure their efficiency ; it is almost more necessary to protect them against unnecessary competition, so that their resources shall remain unimpaired, in order that some may eventually become independent universities.

In Lahore no single college can aspire to become an independent university, but every college should form an integral and vital part of a teaching university. No college should aspire to provide all teaching in all subjects and standards for all its students ; colleges should combine their resources with those of the University under its guidance. A spirit of co-operation is essential, if Lahore is to become a great seat of learning and the headquarters of a progressive university. The Punjab demands and deserves it. We visualise the University on its teaching side as "an organic

association of institutions all actively engaged in University work and each foregoing some measure of full autonomy in order to share in and contribute to the life and government of the University as a whole." For this reason we employ the term *constituent college* to indicate the fact that such an institution would be an integral part of the University.

A system of controlled co-operation is in the best interests of the constituent colleges themselves. The college managements are crippled in their resources, and find it increasingly difficult to withstand the strain of providing for all the needs of their many students. A portion of the work done well is infinitely better than the whole done badly. The teachers are often overworked and underpaid; many of them suffer from unsatisfactory conditions of work and service; they are often precluded from the work which they wish to do and are compelled to do work which is uncongenial to them. The University professors and teachers come into contact with only an insignificant proportion of the students, and so cannot exercise the wide and inspiring influence which should be theirs. The students are restricted very largely to lectures in their individual colleges, and rarely get access to the teaching and inspiration of the best scholars of the University. Above all, the present aloofness of the colleges, though they are in close mutual vicinity, militates against the growth of a true University spirit and atmosphere. In the words of Sir Malcolm Hailey, "the University is still in the tribal stage, it needs to become a nation."

85. We would combat any threat of stifling the legitimate development of the Lahore colleges. The University should not degenerate into a lifeless and inhuman monster, but should derive vital strength from the constituent colleges. The life and traditions of the colleges are invaluable assets, which must be treasured and developed.

- XIX. (a) *Every student of the University should be a member of a college;*
- (b) *With a few exceptions, every teacher of the University should be attached to the staff of a college;*
- (c) *Subject to the qualifications prescribed by the University and to such limitations on the total enrolment as the University may*

from time to time determine, colleges should be responsible for the admission of students ;

- (d) *Subject to the general requirements of the University, colleges should be responsible for the residence of students ;*
- (e) *Subject to the general requirements of the University, colleges should be responsible for the discipline of students, but in cases of dispute between two or more colleges, the matter should be referred to the University, whose decision should be final. The University should have special responsibility for the discipline of all students in Lahore.*

36. The sanction of the University should be clearly defined in those concerns of the colleges which we have already discussed, such as the composition and rules of governance of their managing committees, their financial stability, their minimum rate of fees, the conditions of service and work of teachers, the right of appeal to a University tribunal of arbitration, the minimum salary for teachers, the recognition of individual teachers, and so forth. In some respects the conditions should be more exacting. For example, the minimum rate of salary for teachers in constituent colleges should be higher than for teachers in affiliated colleges, especially for heads of departments.

If, however, co-operation in teaching is to be made effective, the University must be given additional powers of organising and guiding the teaching, especially by regulating finance, by partaking in appointments, and by enlarging the functions entrusted to Heads of University Departments.

37. At present Government, besides maintaining its own colleges, makes contributions towards the teaching expenses of the University, and also to some colleges in Lahore. These sums granted by Government are expended without adequate consideration of the development of university teaching as a whole. Duplication and extravagance necessarily ensue. One subject of study may be overgenerously treated ; another may be starved. If the University is to carry out effectively and economically its fundamental function of regulating all teaching given in its name, it must be.

enabled to inform Government of its comprehensive plans, with regard to which all demands for grants to constituent colleges should be determined. We do not recommend that the existing grants to colleges should be thus reviewed, though the University would be at liberty to suggest to Government that those grants should be earmarked for specific purposes. The University would not be entitled to withhold an application by a college for Government aid, but should forward all such applications. Though Government will reserve its right to deal with such applications as it thinks fit, it will be a great advantage if all applications are forwarded at the same time, accompanied by the matured advice of the University.

XX. *All new demands by constituent colleges for aid should be forwarded to Government through the University, which should give a comprehensive survey of its position and resources and should advise on each individual application.*

38. A grave defect of the present system is that college appointments are made in isolation, without reference to the needs of the University or of the colleges as a whole. The teaching of one subject may be weak, of another strong, but the University has no means of redressing the disproportion. It can interpolate, but not distribute instruction. There may be a plethora of teachers in certain branches of a subject, but not a single teacher in Lahore who is competent in the remaining branches. Economy and efficiency require a concerted plan in making appointments, especially the higher ones. If co-operation between the University and constituent colleges is to be maintained harmoniously and on equal terms, a large number of college teachers should receive university status.

The recognition of individual teachers, which we have proposed, should imply a guarantee that they are suitably qualified, and all such teachers should be eligible to take part in University teaching. But the University should have a definite voice in the appointment of senior teachers in constituent colleges, who would be known as "appointed teachers," in contradistinction to those who are merely "recognised teachers." Such "appointed teachers" should receive special representation on University bodies. "Appointment" *ipso facto* should imply "recognition."

- XXI. (a) *Posts of "appointed teachers" in constituent colleges should be created and filled with the previous assent of the University;*
- (b) *Posts in constituent colleges, to which is attached the status of University Professor or Reader, should be filled in accordance with the recommendations of the University Board of Appointments (which will be described later). The college should be represented on the Board and should have the power to make the appointments, while the University should have the power to accord the status. If the college is unable to accept any candidate recommended by the Board, the post should remain temporarily vacant. The same procedure should apply to a fresh appointment to a post in respect of which a subvention is received from or through the University, but a teacher already on the staff of a college, if selected by the Board of Appointments, may be nominated to such post with the consent of the college;*
- (c) *Colleges should give reasonable notice to the University of the impending departure of an "appointed teacher";*
- (d) *Officiating appointments should be made by the college with the previous assent of the University;*
- (e) *The University should be empowered to take disciplinary action against "appointed teachers" by the withdrawal of university privileges.*

39. A University department cannot properly fulfil its function unless its head is vested with large discretionary powers. The head of each department should be the senior University Professor or, if there is no professor, the Reader. He should ordinarily be on the staff of a constituent college. He should be *ex officio* Chairman of the Board of Studies in his subject, and should be either a member of, or represented on, the leading bodies of the University. He should have a large voice in guiding the senior appointments in his subject.

He should approve the formal schemes of study in the several colleges. He should be given sufficient leisure to keep in close contact with the teaching, wherever provided.

XXII. *Wide discretionary powers should be given to the Heads of University Departments.*

40. In spite of its great and obvious advantages, this scheme of co-operative teaching will present many difficulties at the start. Colleges may be reluctant to surrender part of their treasured autonomy, but we are confident that they will quickly acquire this wider vision of concerted service to the Punjab. The present aloofness should be dissipated by generous facilities for common meetings. Similarly the students should be encouraged to accommodate college loyalties to the larger fellowship of a great university. All constituent colleges should be brought into close proximity to each other and to the University centre.

XXIII. *As soon as the financial position enables—*

- (a) *A building should be erected to provide university lecture rooms and staff common-rooms, open to all engaged in university work ;*
- (b) *The University Associations should be materially developed ;*
- (c) *All constituent colleges should be within a specifically limited distance of the University Hall ;*
- (d) *If found necessary, the Dyal Singh and Islamia Colleges should be assisted effectively to move into quarters nearer to the University Hall.*

It is difficult to prophesy the number of students in the proposed constituent colleges. With the development of higher education in the mufassal, which we have advocated, the number may be much less than might first be anticipated. In that case all the available building resources should be reviewed later, so that each building can be used to the best purpose.

41. It should not be obligatory on all colleges to seek recognition as constituent colleges ; far from it. Unless a college is eager to become a constituent college, it will be unlikely to participate in the spirit of harmony and co-operation, which is essential to success. A college which does not desire, or is not considered competent, to become a con-

stituent college, should still continue as an affiliated college, but it will necessarily be denied the privileges and advantages or constituent colleges. It will continue to provide single-handed all teaching in all subjects in which it is affiliated; it will not enjoy special privileges and special representation on the governing bodies of the University; its students will be confined to the teaching of a single college.

XXIV. (a) *A college which is unable to comply with the conditions prescribed for constituent colleges, or which does not desire to become a constituent college, should be permitted to continue as an affiliated college.*

(b) *The general principles applicable to constituent colleges and the procedure to be adopted in the admission or exclusion of a constituent college should be prescribed by Statute.*

42. Besides complying with the general conditions laid down in the proposed Statute, a college which desires to obtain the status of a constituent college should first treat with the Syndicate of the University as to the particular obligations of the college in University teaching. The main object of these negotiations should be to determine the subjects, or portions of subjects, in which the college can make its most helpful contribution towards the common good. Again, the University may be able financially to assist in the creation of necessary posts, in which cases the duties of the incumbents should be defined in separate contracts. Though the college would only undertake to provide a portion of the teaching, its students should be entitled to receive instruction from any appropriate teachers of the University, subject to the limit of accommodation. (This limitation would probably be necessary in the case of advanced scientific laboratories).

Colleges would become in this scheme interdependent, and it would be necessary to provide against any abrupt intermission of University teaching, which it would be the common interest of all colleges to maintain. A college desiring to renounce its status should be required to give twelve months' notice before 1st October, when the change of status is to take effect. The college might apply simultaneously for ordinary affiliation and such application should be decided on its merits.

The college should receive similar notice of any intention of the part of the University to withdraw from it the status of a constituent college. When a formal complaint is recorded by a University body, that a constituent college has failed materially to fulfil the general conditions, or to implement the specific obligations, of its status, the Syndicate should discuss the cause of complaint with the college authorities, with a view to removal of that cause. If, however, the Syndicate becomes convinced that the college is unwilling or unable to fulfil the general or particular conditions required by the Statutes, notice should be given to the college of the intention of repealing or amending the Statute authorising the status of the college. The college should then have the right of appeal to the Chancellor.

XXV. (a) *The specific obligations of each constituent college should be prescribed by Statute ;*

(b) *Notice of twelve months prior to 1st October of an intention to repeal the Statute should be given either by the University or the college ;*

(c) *The college should have the right to appeal to the Chancellor, who should appoint a Visitatorial Board to enquire into the affairs of the college and to report to him thereon. The Chancellor should then decide whether the repeal of the Statute should be executed and should give the necessary direction.*

(v) *The Teaching of the University.*

43. Our main object in proposing the better organisation of colleges of various types has been to improve the teaching.

The removal of the Intermediate classes should not only reduce the serious congestion in colleges, but should also strengthen the foundations of the University. Students should then enter the University equipped with a much better general education and at an age better suited for university studies. Colleges would then be able to concentrate effectively upon true university teaching.

With the adoption of this change, the duration and nature of the degree course must be reconsidered. A Uni-

versity course of two years is insufficient to prepare a student for a degree. For this reason the Honours Courses have already been extended to three years. Further, in view of the insufficiency of the Pass Courses, the Master's degree is becoming regarded more and more as the proper conclusion of a degree course. This practice is unfortunate, for if the degree course of two years is too short, a course of four years is too long; there is the additional disadvantage that the right purpose of the Master's degree is obscured. The progress of the Honours Courses is also hampered by their longer duration than the Pass Courses.

Throughout our deliberations we have been actuated by a keen desire to remove two patent defects in the present system: (i) the holding of biennial examinations; and (ii) overlapping between the several types of institutions.

We are aware that the promotion examinations at the end of Class IV and Class VIII (in anglo-vernacular schools) are generally internal to each school, and are, perhaps, less formal and exacting than later biennial examinations, but at the same time an abrupt change occurs in Class IX by the adoption of English as medium. At the end of Class X the pupil must face the Matriculation, at the end of Class XII the Intermediate, and at the end of Class XIV the Degree Examinations. At each interruption of his course towards the degree the student is apt to change unwisely the subjects of his examination. In any case he spends almost half of the first year after each interruption in adapting himself to new conditions and often to new surroundings, and half of the second year in "cramming" (he has little alternative) for the next examination. This system gives little opportunity for genuine education, and the waste of time and money must be enormous.

The student is also compelled frequently to change his place of education, often in the middle of his course. A boy who has completed the course offered in a lower middle vernacular or in a middle anglo-vernacular school must inevitably go elsewhere in order to complete the Secondary course. A boy who has passed the Matriculation must either join an Intermediate college in the middle of its course or else pass on to a college in order to complete the higher secondary course. This grave disadvantage is due to overlapping between institutions of different types. It is rare to find

in the Punjab an institution with a unified aim. The frequent change of institutions gives little opportunity of true character building.

In short, the Punjab boy is faced by examinations (formal or informal) at the end of Classes IV, VIII, X, XII and XIV (when he sits for his degree). Even more unfortunate, he may have to change institutions at many or even all of these stages ; and, if he is in a lower middle school, at the end of Class VI in addition.

We have tried to remedy these grave defects by a re-adjustment of the system, so that each type of institution shall have a definite objective, that no stage of education shall be of less than three years' duration and that an examination (formal or informal) shall be held only at the end (and not in the middle) of each particular stage.

The stages which we propose are (i) a Primary stage of five years ; (ii) a Secondary stage of four years ; (iii) a Higher Secondary stage of three years ; and (iv) a Degree stage of three years. There may be advantages in attaching primary departments to secondary schools, but the secondary schools themselves, the higher secondary schools and the colleges should not be intermingled and should each procure a unity of aim, unhampered by a meaningless examination held in the middle of their course.

Our colleague, Sardar Buta Singh, is opposed to any proposal which involves an extension of the total period of time required for the attainment of a Pass degree, solely on the ground of increased cost to parents. We are in sympathy with his point of view, and it is for this among other reasons that we have advocated a reduction of the secondary course from ten to nine years. But we are unable to formulate a satisfactory scheme of education, free from the grave defects to which we have alluded, by which a Pass degree can be obtained in less than fifteen years, or by the time that a student reaches the age of twenty-one.

This slight extension of the age, at which a Pass degree can be taken, could be obviated by terminating the Secondary course at Class VIII (instead of Class IX as we have proposed), and by including Classes IX, X and XI in the Higher Secondary course, but we hesitate to reduce the present secondary course from ten to eight years. Such

action might defeat the very object which we have in view, and pupils might feel compelled to complete their secondary education in the higher secondary schools, to their own disadvantage as well as to that of the schools themselves.

We are doubtful whether our colleague has taken sufficiently into account the fact that Punjab schools now possess one class less than those of most other provinces. For example, in the United Provinces there are twelve school classes (including two preparatory classes), two Intermediate classes, and a Pass degree course of two years. Even if the two preparatory classes in the United Provinces are considered equal only to the first primary class in the Punjab, the United Provinces have an equivalent of fifteen classes leading to a degree as against the fifteen classes, which we have recommended for the Punjab. The main difference between the two schemes is that, whereas in the United Provinces the system of biennial examinations still obtains, it will be removed in the Punjab.

XXVI. (a) *The course for the degree (Pass and Honours) should be of three years ;*

(b) *Students taking a Bachelor's degree should be eligible to appear for a Master's degree after one year's study, though many students may not ordinarily be capable of taking the higher degree within that time.*

44. Some of the more gifted students, especially those who aspire to enter the superior services or public life, refrain from joining the Honours Schools, because they desire a more general education. Students often show little discrimination in selecting their subjects, with the result that their education is very ill-balanced. There is also a danger that the more efficient teaching may become confined to Honours classes and that Pass classes may be neglected, but this danger will be reduced by the more intimate relations between the University and constituent colleges, which we have proposed. We doubt the wisdom of insisting on research (in the narrow sense) in the M.A. or M.Sc. stages ; but generous provision should be made for well-qualified students to undertake such work after taking a Master's degree.

In these technical matters we shall be content to lay down a few general principles, which the academic authorities should apply in detail.

- XXVII. (a) *Honours courses should be organised from the outset distinct from the Pass courses ;*
 (b) *It should be made possible for students to change from Honours to Pass courses and vice versa ;*
 (c) *The Pass courses should be organised in carefully co-ordinated groups of subjects ;*
 (d) *Research should be encouraged by means of studentships tenable after the completion of a Master's course.*

45. Complaints have been received that in admissions to the University classes, preference has been shown to members of a particular community or communities. These complaints have not been justified before us, but from time to time ill-qualified students have been admitted. The University has thereby exposed itself to charges of lowering standards which do not enhance its reputation. It should be the duty of colleges—which, we propose, should still admit the students—to advise them in the selection of their courses, subject to qualifications prescribed by the University. It is inadvisable that rules in this regard should be rigidly applied ; special cases among those who lack the prescribed qualifications should be decided by the Department of Study concerned.

- XXVIII. (a) *College authorities should advise their students as to the courses which they should undertake ;*
 (b) *The University should prescribe the special qualifications necessary for admission to its courses, especially the Honours courses ;*
 (c) *Subject to the limits of accommodation, all students who possess the required qualifications should be eligible for admission to such courses as they elect ;*
 (d) *Special cases should be decided by the Department concerned.*

46. The more intimate association of constituent colleges under the guidance of the University should result in more economical and efficient use of such teaching resources as are available in Lahore. The intellectual horizon of students should be widened by attendance at lectures delivered in colleges other than their own.

In constituent colleges in particular it should be possible to improve very materially the methods of teaching. At present lectures afford practically the only instruction in many colleges, which strongly tends to make memorising by rote the normal method of study. The essence of university training is the stimulus of a master mind, which provokes a student to cultivate independence of judgment, proper technical methods and self-confidence. A well organised system of tutorial teaching is urgently required, and its organisation should rest very largely with the colleges. Oxford and Cambridge men can testify to the great debt which they owe to their college tutors.

Tutorial teaching is impossible without suitable accommodation. The absence of students' study-rooms, of teachers' private rooms, of well selected class libraries, is perhaps the greatest obstacle to progress. With a reduced number of students and a more liberal proportion of teachers to students, the college buildings could be adapted to these new requirements.

As soon as a satisfactory system of tutorial instruction has been organised, it would be advantageous if teaching and examination were more closely correlated than they now are. By these means, the formality of a written examination will be softened by attention being given to the work of students throughout the course.

We do not minimise the importance of the lecture, which, if well-delivered by an experienced scholar, can provide a stimulus which will remain with students through life. In constituent colleges it should be comparatively easy to arrange for general lectures to be given to large numbers of students. Concentration in this respect should increase efficiency and reduce expenditure.

XXIX. (a) *Attendance at formal lectures should be reduced, and more and better tutorial guidance should be given ;*

- (b) *Private rooms should be provided for a large number of college teachers ;*
- (c) *More students' study-rooms should be provided ;*
- (d) *Within reasonable limits formal lectures should be open to all qualified students.*

47. We shall not go into detail regarding the actual arrangement of courses, but shall make only a few general proposals.

We feel keenly that more encouragement should be given to the study and teaching of modern Indian languages. The initial step should be to include such of these languages as may be recognised by the University among the elective subjects in all examinations throughout the course in the Faculty of Arts. In the case of some of these languages the application of this proposal should probably be gradual on account of the limited extent of their literature ; but this defect could possibly be compensated by attention to their philology and perhaps by a study of the history and culture of their users. In the case of Urdu and Hindi such difficulty scarcely exists. Literature in Punjabi is more extensive than is sometimes supposed. *Steps should be taken to make this literature more easily accessible.*

The second step cannot be undertaken for a few years, but is equally important. If the study of these languages is to be improved effectively, the teaching in the schools must be far better than it now is. For this purpose graduates who have taken one or more of these languages in their University examinations should be encouraged to receive training at the Central Training College, and should then be distributed through the schools of the Province. They should have the same grades of pay and conditions of service as those of other subjects of school or college instruction.

XXX. (a) *Modern Indian languages should be included among the elective subjects in the B.A. and M.A. examinations.*

(b) *Graduates in these languages should be encouraged to receive training at the Central Training College for the B.T. degree and the S.A.-V. diploma. On being posted to schools, they should receive the same grades of pay as other graduate teachers.*

48. We are of opinion that the teaching of Oriental languages in schools should receive similar treatment and encouragement. We have already indicated our own opinion as well as that of many witnesses that the teaching of these languages in schools is most ineffective, and that the inferior status and qualifications of the teachers should be removed as soon as possible.

XXXI. *Graduates in oriental classical languages should be encouraged to receive training at the Central Training College for the B. T. degree and the S.A.-V. diploma. On being posted to schools, they should take part in the teaching of these languages, and should be placed in the same grades of pay as other graduate teachers.*

49. In making these proposals, we by no means wish to propose the abolition of the traditional system of indigenous learning, nor do we suggest that classes which exist for its maintenance and the Titles which recognise its attainment, should necessarily be abolished at Oriental College. But the number of students who pursue this course is small, and we are assured that pandits and maulvis generally educate their own sons in the modern schools, whenever they can afford it. While maintaining the traditional system, we are convinced that it is not possible to "put back the clock," and that the number of those who pursue the old path will continue to diminish; though we hope that it will not vanish, and that reasonable measures will be taken to preserve it. A few of the exponents of indigenous learning have been conspicuously successful in bridging the gap which separates it from western erudition in the subject, and we understand that the number of these is steadily increasing. Perhaps they will solve the problem. In any case, Oriental College should make it its primary aim to supply their requirements. We leave to experts in Oriental learning, who are also familiar with modern standards in their subjects, the task of modifying the traditional method of approach by interpolating improved methods and a wider outlook wherever possible.

An attempt has been made to popularise this form of learning by permitting students who—often privately—have gained an Oriental Title to qualify themselves separately and privately in English for a B.A. degree. This practice is un-

desirable, as a degree should connote an entirely different form of education.

We are also of opinion that the study of an Oriental language should not be compulsory for the purpose of the Intermediate examination, or of the equivalent examination which we have proposed. But, although we disapprove the insistence upon a classical language, we suggest that the study of a classical language at that stage should be required by all students, who wish to study that language at the degree stage.

XXXII. *The study of a classical language should not be compulsory in the Higher Secondary stage, but no student should be permitted to take such a language at the Degree stage, unless he has been successful in that language in the examination held at the conclusion of the Higher Secondary course.*

50. The present condition of the Law College is unsatisfactory. It contains far too many students in proportion to its accommodation, permanent teaching staff, library and facilities for study.

XXXIII. (a) *The number of students in the Law College should be reduced by improving the qualifications required for admission.*

(b) *The duration of the course for the degree of LL.B., should be increased to three years, but students should be permitted to include the academic subjects of the First Year course among the appropriate subjects, namely, Political Science and History, of the Arts degree; they should then be allowed to proceed to the LL.B. degree at the end of two years by qualifying in the required professional subjects.**

(c) *The number of whole-time teachers should be considerably increased.*

*Sardar Buta Singh is opposed to any extension of the duration of the course for the degree of LL.B.

- (d) *The size of classes should be considerably decreased, and all students should have the advantage of tutorial instruction.*
- (e) *The library should be greatly improved.*

The standards, methods and scope of instruction call for considerable improvement. Not only an extension of the teaching system is required, but also teaching of a higher type, which should aim at a broad and liberal legal education, and not at the hasty production of large number of poorly qualified graduates. For this purpose an extension and recasting of the curriculum is required. Permanent, specialist teachers should be engaged for instruction in the main subjects of the course, and such men should be given the necessary leisure to contribute to the advancement of their special subjects of study. For other important technical subjects experienced lawyers of eminence in the various branches should be engaged for the instruction of students. The present system of employing part-time teachers needs revision.

XXXIV. (a) *As soon as financial resources permit, University Professors or Readers should be appointed in (i) Jurisprudence and Comparative Law, (ii) Constitutional Law of England and India. Their teaching should be made available to the students of other Faculties of the University.*

(b) *The whole-time lecturers on the staff should be specially qualified for the teaching of the more important individual academic subjects of the curriculum, and additional appointments of such teachers should be made according to a carefully devised plan for the expansion and improvement of teaching.*

(c) *Practising lawyers of greater experience and eminence should be engaged for the instruction of students in the more important practical subjects of the course.*

Greater encouragement should be given to poor but able students, and active efforts should be made to raise the academic status of the College by providing greater opportunity for contribution to juridical studies.

XXXV. (a) *A liberal system of scholarships should be devised with the object of raising the standard among students of the LL.B. course.*

(b) *Senior studentships, open to competition among graduates of, say, not more than five years' standing, should be provided in order to encourage the advance of legal studies in the Province.*

With the increase and improvement of the permanent teaching staff of the college, more effective representation of that staff should be provided in the Board of Studies and the Managing Committee of the College.

51. *Hailey College of Commerce* is not only an incorporated college of the University, but is also closely related in its interests to the Department of Economics. It is strange that this relation has not already been made more organic, in order to avoid uneconomic duplication of teaching resources.

XXXVI. *The Hailey College of Commerce should be brought into close liaison with the University Department of Economics.*

52. We have already discussed the position of *Central Training College, Lahore*, and have noted the valuable contribution which it has made towards improved methods of teaching in the schools of the Punjab. Its contribution in the future would be far greater, if the period of training were increased from one to two years. It is not possible at present to cover the course satisfactorily, nor is the time sufficient for adequate training.

We also propose that a higher degree of Master of Education should be instituted, so that facilities can be given for a thorough study of some of the educational problems which arise in the Punjab and need serious investigation.

- XXXVII. (a) *The period of training should be extended from one to two years ;*
 (b) *A higher degree of Master of Education should be instituted, and be open to candidates not less than two years subsequent to taking the lower degree.*

53. In respect to the *Punjab Agricultural College, Lyallpur*, we would refer to paragraphs 25 to 28 of Chapter V of this Report. We would add, however, that :

XXXVIII. *The course for the degree of B.Sc. (Ag.) should be of three years' duration, after the conclusion of the higher secondary school course which we recommend. (This would mean, in terms of the present system, a post-Intermediate course.)*

(vi) *The Education of Girls and Women.*

54. We have been favourably impressed by the new secondary schools for girls which we have visited, but facilities for the education of girls are still lacking in many of the larger towns. If the Punjab is to progress on a firm foundation, the primary need is to extend girls' education. We therefore repeat the proposal of the Hartog Committee :

In the interest of the advance of Indian education as a whole, priority should be given to the claims of girls' education in every scheme of expansion.

55. Girls' education cannot prosper merely by expenditure of money ; more and better teachers are essential. We realise the crucial difficulties in recruiting more trained teachers for village schools. Village girls rarely have the opportunity of receiving a sufficiently advanced general education to enable their being trained as teachers ; town girls who may have received training are reluctant to serve in villages, where accommodation is unsuitable and protection is inadequate. The Punjab Government is trying to overcome this difficulty by maintaining small training classes in secondary schools in the smaller towns, to which carefully selected village girls can be admitted with a view to their returning to their village schools as teachers. This practice should be encouraged still further.

Wider facilities for the training of women graduates should be made available. The admission of a few women to the Central Training College by no means fulfils the need. Unless such provision is made, the rapid expansion of girls' secondary schools, which we have proposed, will be an idle dream.

XXXIX. *A Training College for Women should be instituted, but the training in certain subjects should be provided in co-operation with the Central Training College.*

56. Our proposals for the regrading of boys' primary and secondary schools should, of course, apply also to girls' schools, especially as the primary stage in girls' schools is already one of five years. We have shown from evidence that girls of inferior calibre and immature age are now seeking admission to colleges, and that collegiate education of girls will soon be faced by the grave problems which now face collegiate education of boys. The Punjab Government has already shown its recognition of this prospect by instituting the new Intermediate College for Women at Amritsar.

XL. *A few higher secondary schools for girls should be established in well-selected centres, but considerable latitude should be allowed in respect to the number of classes in such institutions, because of the small numbers which will be enrolled at first in the three upper classes.*

57. The two degree colleges in Lahore are markedly unable to accommodate the girls who now seek admission. The removal of the Intermediate classes will give them much needed relief, but the question will soon arise, whether the present colleges should be enlarged or new colleges created. Careful supervision is even more necessary in women's than in men's colleges, and the undesirable features in men's colleges should be avoided in women's colleges.

XLI. (a) *Four hundred students should be the maximum number permissible in a women's college ;*

(b) *Future expansion should be met by the creation of new colleges, rather than by the enlargement of existing colleges beyond this maximum.*

58. Though the provision of separate vocational institutions for girls is not so urgently required as for boys, ample facilities in semi-vocational subjects, such as Domestic Science, Music and Painting, should be provided in the secondary and higher secondary schools for girls. Though in the collegiate stage subjects such as Domestic Science should be provided among optional courses, girls should take the ordinary courses for a degree and should be required to achieve the same standard as boys.

(vii) *The Governance of the University*

59. The constitution of the University is ill-adapted to its present purposes. The Senate is too small to ensure the presence of all the varied interests which should be represented in the supreme organ of a great provincial university ; at the same time it is too large to perform efficiently all the functions and duties imposed by the Act. The Syndicate, which is the Executive Committee of the Senate, has not a sufficiently close and real contact with the sanctioning body ; it lacks the reinforcement of new blood, and is too much a close corporation ; it is embarrassed by its many functions, at once academic and administrative ; it has little time to cogitate broad questions of policy and finance. The practice of assigning each Fellow to a Faculty (often to more than one Faculty) deprives the academic bodies of the character of associations of scholars engaged in organising the teaching of a university. The Academic Council is an afterthought in the constitution of the University ; it possesses few definite functions and no real powers. There is urgent need of a wide redistribution of powers and functions among these organs of university governance.

The present constitution would be even more unsuitable for a university with the functions which we propose, namely, in a spirit of co-operation to unify and organise teaching and research in all the institutions which it denotes, both in Lahore and the mufassal, and to promote the gradual growth of certain muiassal colleges to the status of independent universities. Moreover, the constitution should be adapted to face the problems of a new Punjab.

60. Even if the University is at once relieved by the removal of the Intermediate classes, and eventually further relieved by the evolution of new universities, it will require

constitutional reform, in order properly to fulfil its modified functions. The representation of public opinion and the maintenance of a proper degree of expert academic opinion need to be adjusted in its system of governance. The constitution must be made flexible, so that the University can develop in the light of experience without frequent recourse to the Legislature. It should also give the University a fuller sense of responsibility, which is possible only if it vests the University with authority and power. In its turn, the University should fix responsibility on its own component institutions and on its governing bodies, each of which must take its proper part in this great co-operative undertaking.

An immense amount of time and labour is now wasted in meetings of bodies, which, mainly because they have neither responsibility nor power, and only too often in indecision. Delegation and clear definition of the powers vested in the several bodies of the University are essential to efficiency and to a sense of responsibility.

The University bodies, especially the Syndicate, change very little in personnel; their members sometimes serve continuously for long periods, and the leaders of the University are overstrained by serving on several different bodies. The heavy responsibilities of a university should not rest on a few shoulders. A convention should be established, whereby persons should not serve on the same body for an excessive time nor on a number of bodies at the same time. Fresh blood and initiative are valuable assets in all authoritative bodies.

61. The excessive centralisation, which impedes the governance and administration of the University, is due chiefly to the nature of the present Act. The existing body of University law comprises (i) the Incorporating Act of 1882 and the Universities Act of 1904; and (ii) Regulations, which are sanctioned by the Punjab Government on the recommendation of the Senate. Thus all proposals for change, whether in matters of fundamental importance or in matters merely of minor detail, are carried out by the same process.

In recent years, the University has recognised the grave disadvantages of this procedure, and has introduced a system of Rules, which are concerned with matters of detail. This is a move in the right direction, but it needs to be regularised by a new Act, and a wide extension of the process is desirable.

62. The Act should provide only the outlines of the University constitution and should be restricted principally to defining it in general terms and to enumerating the powers, functions and composition of the main organs.

Matters of general importance should be dealt with by *Statutes*. The first Statutes would form a schedule to the Act, but the Act should prescribe that new Statutes or amendments to the existing Statutes could be made, subject to the provisions of the Act, by the Senate, with the approval of the Punjab Government.

The Syndicate should draft all Statutes in the first instance, but it should be obligatory in certain subjects of academic importance first to obtain the opinions of the Academic Council. Statutes should then be laid before the Senate, and should be subject finally to the approval of Government. By these means the authority of the Legislature should be satisfactorily safeguarded.

XLII. (a) *The new Act should provide the framework of the constitution of the University ;*

(b) *The following matters should be regulated by Statutes .*

- (i) *The conferment of honorary degrees ;*
- (ii) *The institution of Fellowships, Scholarships, Exhibitions, and Prizes ;*
- (iii) *The term of office and the conditions of service of the Vice-Chancellor ;*
- (iv) *The designations and powers of the officers of the University ;*
- (v) *The constitution, powers and duties of the Authorities of the University ;*
- (vi) *The classification and mode of appointment of the teachers of the University ;*
- (vii) *The constitution of pension and provident funds for the benefaction of the officers, teachers and servants of the University ;*

- (viii) *The maintenance of a register of graduates ;*
- (ix) *The discipline of students ;*
- (x) *The conditions of association with the University of all categories of colleges ;*
- (xi) *The admission to the appropriate privileges of the University of all categories of colleges ;*
- (xii) *The fees to be charged for the courses of teaching given by the teachers of the University ; for admission to the examinations, degrees, diplomas and licenses of the University ; for the registration of graduates ; for tuition in Incorporated Colleges ; for residence in halls and hostels maintained by the University ;*
- (xiii) *The inspection of colleges :*
- (xiv) *The mode of appointment of examiners.*
- (c) *The first Statutes should form a schedule to the Act :*
- (d) *The Statutes should be made, repealed, or amended by the following procedure :*
 - (i) *The Syndicate may propose the draft of any Statute to be passed by the Senate. The Senate may approve such draft and pass the Statute, or may reject it, or return it to the Syndicate for reconsideration, either in whole or in part together with any amendments which the Senate may suggest.*
 - (ia) *When any Statute or amendment of a Statute has been passed, it should be submitted to the Punjab Government, who may refer the Statute back to the Senate for further consideration, or may assent thereto,*

or withhold assent. The Statute passed by the Senate should have no validity until it has received the assent of the Punjab Government.

(iii) The Syndicate should not propose the draft of any Statute affecting the status, power or constitution of any Authority of the University until such Authority has been given an opportunity of expressing opinions on the proposal. The recorded opinions of such authority should be considered by the Senate and should be submitted to the Punjab Government.

(iv) The Syndicate should not prepare the draft of any Statute affecting (i), (ii), (v), (ix), (xi), (xiii) and (xiv) of (b) above without having first obtained the written opinions of the Academic Council. Such opinions should be considered by the Senate and should be submitted to the Punjab Government. The Board of Affiliated Colleges should be consulted by the Syndicate in regard to the admission of any affiliated college.

68. Under the new Act the leading teachers of the University should possess wide powers in matters of academic importance. This belongs to the very essence of a university. But academic matters cannot be isolated ; they often have a wider significance and financial implications. For example, the courses of study, their duration, the subjects which are included in each course, the degree of specialisation or the reverse, are primarily of academic importance, but they should be scrutinised by the financial authority of the University and also by its supreme authority, the Senate, in order to ensure that on general grounds they are in harmony with public opinion. While the academic authority would possess the power of initiative, the Syndicate and the Senate should have the right to express an opinion, though they

should be precluded from amending proposals in matters of academic detail. We suggest that a three-fifths majority of those present in the Senate should be required for rejecting an *Ordinance*, and that the approval of Government should not ordinarily be required. But the Chancellor should be given an opportunity of cancelling or suspending an *Ordinance*, or of referring it back to the Senate for further consideration.

XLIII. (a) *Subject to the Act and Statutes, the following matters should be provided for by Ordinances :*

- (i) *All courses of study (but not detailed syllabuses thereof) ;*
- (ii) *The conditions under which students should be admitted to the several courses of study and examinations of the University, and should be eligible for degrees and diplomas ;*
- (iii) *The admission of students to the University ;*
- (iv) *The equivalence of examinations conducted by other universities and by other Authorities ;*
- (v) *The conditions of residence of the students of the University ; and the licensing of halls and hostels not maintained by the University ;*
- (vi) *The formation of Departments of Teaching ;*
- (vii) *The conduct of examinations.*

(b) *Ordinances should be made, repealed or amended by the following procedure :*

- (i) *Ordinances should be made by the Syndicate ; but*
- (ii) *The Syndicate should make no Ordinance affecting the admission of students to the University, the equivalence of examinations conducted by other universities and*

authorities, the conduct or standards of examinations and courses of study, unless a draft of the same has been prepared by the Academic Council. The Syndicate should not amend a draft Ordinance, but should have power to refer it back to Academic Council for reconsideration.

- (iii) *All Ordinances made by the Syndicate should be submitted, as soon as may be, to the Chancellor, and to the Senate at its next meeting. The Senate should have power, by a resolution passed by a majority of not less than three-fifths of those voting, to cancel such Ordinance made by the Syndicate, and such Ordinance should, from the date of such resolution, be void.*

Provided that, if a draft Ordinance proposes the institution of a new department of teaching, or of a new degree, or proposes a change in the duration of a course, or in the number of subjects to be taken, or the removal of a subject, the draft Ordinance should be circulated to members of the Senate for opinion, and if 30 replies are in the negative, the Ordinance, or the part objected to, should not take effect until the Senate shall have had an opportunity of expressing its opinion. A majority of the whole Senate should then have power to cancel the Ordinance or part of it, or to refer it back to the Syndicate with suggested amendments.

- (iv) *The Chancellor, may at any time after any Ordinance has been considered by the Senate, signify to the*

Syndicate his disallowance or suspension of such Ordinance, and from the date of receipt by the Syndicate of such intimation of disallowance, such Ordinance should be void.

64. There are a multitude of minor matters which can be regulated by an even simpler and more expeditious form of enactment. These should be covered by *Regulations* to be made subject to the conditions of the Act, Statutes and Ordinances. Such matters include, for example, the procedure to be observed at meetings of the several University bodies, the quorum required at such meetings, the procedure for the registration of graduates, the forms to be signed by candidates for examinations, and so forth. Statutes and Ordinances will also provide that many details shall be prescribed by Regulations. For example, the Ordinances prescribing the broad outlines of courses should provide that the detailed syllabuses of study shall be those given in Regulations made and approved by the Academic Council.

By these means the process of governance will be lightened and expedited. Care should be taken, however, that no conflict arises between the Regulations and the Act, Statutes and Ordinances. We propose to impose this duty on the Syndicate.

XLIV (a) *The Authorities and Boards of the University should have the power to make Regulations consistent with the Act, Statutes and Ordinances :*

- (i) *Defining the procedure to be observed at their meetings and the number of members required to form a quorum ;*
- (ii) *Providing for all matters which by the Act, Statutes and Ordinances are to be prescribed by the Regulations;*
- (iii) *Providing for all other matters solely concerning such Authorities and Boards of the University and not provided for by the Act, Statutes and Ordinances.*

- (b) *Every Authority or Board of the University should make Regulations providing for the giving of notice to the members of such Authority or Board of the dates of meetings and of the business to be conducted at meetings and for recording the proceedings of meetings ;*
- (c) *Every Regulation should be reported, as soon as made, to the Syndicate, which may direct the amendment of any Regulation so far as may be necessary in order to remove conflict with other Regulations or with the Act, Statutes and Ordinances.*

65. Though we propose a large measure of devolution, extensive powers will still rest with the *Senate*, especially in respect to general policy and finance.

The *Senate* should be the final authority in finance. It should pass the annual budget, but should be precluded from sanctioning additional expenditure not included in the budget. It should consider the Annual Report, and should be competent to discuss and pass resolutions on all matters concerning the University. The many and various subjects regulated by Statutes and Ordinances indicate that all important matters of policy will require to be discussed and approved by the *Senate*.

The *Senate* should be a widely representative body. It should include the incumbents of important posts *ex officio* ; members of the Legislature and representatives of local bodies ; representatives of learned, professional and educational institutions ; and representatives of registered graduates. We also recommend the inclusion of representatives of the territorial aristocracy of the province, who should be encouraged to take a more active interest in the University than heretofore. The *Senate* should include the leading teachers of the University and its colleges, and the professors of the University should be given special representation. We have introduced the principle of institutional representation of colleges. Mr. Seshadri is of opinion that all Principals of affiliated colleges should be *ex officio* Fellows. We would accept this proposal, but for the fact that its acceptance in full would disturb the proper balance of the *Senate*. The right of nomination should rest with the Chancellor.

XLV. (a) The main functions of the Senate should be to—

- (i) Make or repeal Statutes, or to return them to the Syndicate for reconsideration ;*
 - (ii) Consider Ordinances and, if judged inexpedient, to cancel them by a three-fifths majority of those voting ;*
 - (iii) Consider and pass the annual budget, but not to incur additional expenditure not included in the budget ;*
 - (iv) Consider and pass Resolutions on the Annual Report ;*
 - (v) Consider and pass Resolutions concerning the welfare of the University. Such Resolutions should be referred to the appropriate Authorities of the University, which should report to the Senate the action (if any) taken on those Regulations.*
- (b) The meetings of the Senate should be regulated as follows :*
- (i) The Senate should on a date to be fixed by the Vice-Chancellor, meet once a year on an occasion to be called the Annual Meeting of the Senate ;*
 - (ii) The Vice-Chancellor may, whenever he thinks fit, and should upon a requisition in writing signed by not less than thirty members of the Senate, convene a special meeting of the Senate.*
- (c) The Senate should consist of the following persons :—*
- ex officio Members :*
- (i) The Chancellor ;*
 - (ii) The Vice-Chancellor ;*
 - (iii) The Chief Justice of the High Court of Lahore ;*

- (iv) *The Ministers of the Punjab Government ;*
- (v) *The President of the Punjab Legislative Council ;*
- (vi) *The Bishop of Lahore ;*
- (vii) *The Director of Public Instruction, Punjab ;*
- (viii) *The Director of Public Instruction, North-West Frontier Province ;*
- (ix) *The Chairman of the Board of Higher Secondary Education ;*
- (x) *The Deputy Directress of Public Instruction, Punjab ;*

Representatives of Colleges :

- (i) *The Principals of Incorporated, Professional, Women's and Constituent Colleges ;*
- (ii) *Five Principals of affiliated colleges to be elected from among their own number, or by rotation ;*
- (iii) *The Principal of Khalsa College, Amritsar.*

Elected Members—

- (i) *Five Members of the Punjab Legislative Council ;*
- (ii) *Representatives of the North-West Frontier Province ;*
- (iii) *Five members elected by the members of District Boards in the Punjab ;*
- (iv) *One member elected by the Lahore Municipality ;*
- (v) *One member elected by the members of first class municipalities in the Punjab ;*
- (vi) *Four members elected by the landowners' constituencies of the Punjab Legislative Council ;*

- (vii) Six members appointed by educational or professional associations prescribed in this behalf by the Statutes ;
- (viii) Three women co-opted by the Senate ;
- (ix) Twenty-five members to be elected by the Registered Graduates ;
- (x) Ten Professors of the University to be elected by them ;
- (xi) Four "appointed" teachers to be elected by them ;
- (xii) Two "recognised" teachers to be elected by them ;
- (xiii) Four members of the Board of Higher Secondary Education appointed by the Board of whom two shall be Principals of Higher Secondary Schools.

Nominated Members :

- (i) Forty members to be nominated by the Chancellor ;
- (ii) Seven members to be nominated by Indian States situated within the jurisdiction of the University ;
- (d) The life of the Senate should be renewed triennially.

Owing to the limitation of our scope, we have not made specific recommendations regarding the representation of areas outside the jurisdiction of the Punjab Government. We have retained the Director of Public Instruction, North-West Frontier Province, as an *ex officio* Fellow, and also the Fellows nominated by the rulers of Indian States. We have increased the number of the latter by one, in order to provide for the representation of Malerkotla State, on the ground that it maintains a college affiliated to the University. We cannot ignore the claims of the North-West Frontier Province, but are precluded from making specific recommendations in regard to its representation.

It should not be obligatory on local bodies to elect members from among their own number, but their representatives

should possess a degree of a recognised university. One member should be elected from each division.

We recommend the retention of a comparatively large number of nominations by the Chancellor, who should be empowered to include persons of eminence who might not otherwise be included, and also to redress inequalities among communities and interests. An absolute majority of any one community should be avoided.

We now refer, in particular, to the constituency of Registered Graduates. As a general principle we dislike the introduction of communal distinctions into a University, but we recognise practical difficulties. Mushms and Sikhs have rarely been successful in these or other University elections. We therefore deduce that voting is very largely on communal lines. If the University is to be responsive to educated public opinion, all communities should have reasonable representation.

We have thus to choose between two evils—the partial disfranchisement of certain communities, or the partial introduction of a communal distinction. We choose the latter alternative and propose the reservation of seats on a communal basis.

It has been difficult to decide the proper distribution of seats to be thus reserved. On the one hand the Hindu community has a large preponderance of graduates, registered and unregistered; and its educational activities are widespread throughout the province. On the other hand, though our proposal in respect to other constituencies should result in a larger number of Muslim Fellows, the representation of Mushms may still be inadequate. The Muslim population is greater than that of all other communities combined. We are also influenced by the argument that because the Mushms are backward in education they need encouragement. But, in view of the very rapid increase in Muslim enrolment in schools, we have good hope that this form of encouragement will not be necessary for long. The proposed concession should therefore obtain only for a period of years, and the reservation of seats should not be specified in the Act itself, but in Transitional Arrangements under the Act.

We do not recommend that these representatives should be returned by separate electorates. Such a practice would introduce a spirit of exclusiveness which is inimical to the best interests of a University. Besides, there would be less

incentive to progress, nor would Muslim graduates be encouraged to associate themselves actively with the University by seeking registration. The registration fee should be lowered.

Graduates of other universities, who are resident within the jurisdiction of the University, should have an opportunity of association with the University.

- XLVI.(a) *For a period of twelve years, or of four triennial elections, ten seats should be reserved for Muslim graduates, five seats for Sikh graduates and ten seats for graduates of other communities ;*
- (b) *The electorate should be common to all communities ;*
- (c) *Graduates of all recognised universities should have the right of registration ;*
- (d) *The registration fee should be a single payment of five rupees ;*
- (e) *The rules in regard to qualification for registration should remain as at present, but the period of standing required should be reduced from ten to three years.*

Only the categories of appointment should be defined in the Act ; details regarding the number of Fellows within each category and the posts of which the incumbents shall be *ex officio* Fellows, should be prescribed by Statute. This will ensure flexibility.

66. The management of University administration and finance should be the function of the *Syndicate*, which should possess executive authority ; but its capacity to intervene in the details of academic administration should be limited, while considerable executive powers should also be vested in the Vice-Chancellor. The main duty of the *Syndicate* should be to administer the finances of the University and, after eliciting the advice of the other bodies concerned, to frame a constructive policy of development and to co-ordinate all the activities of the University.

In view of these fundamental functions, the *Syndicate* should not only be a representative body ; it should contain men of constructive capacity and of financial and administrative experience. While reflecting the opinions of the Senate and of the departments of teaching, it should include nominees

of the Chancellor, who would select men of experience, and ensure that communities and interests (including those of the mufassal) are duly represented.

XLVII. (a) *The main functions of the Syndicate should be—*

- (i) *to prepare Statutes and Ordinances as already provided ;*
- (ii) *to hold control and administer all the property of the University and to direct the form, custody and use of the Common Seal of the University ,*
- (iii) *to conduct the University examinations ;*
- (iv) *subject to the powers vested in the Vice-Chancellor, to regulate and determine all matters concerning the University in accordance with the Act, Statutes and Ordinances, provided that—*
 - (1) *the creation and abolition of all administrative posts shall be made with the sanction of the Senate ;*
 - (2) *the creation and abolition of all permanent teaching posts maintained by the University shall be made only after report from the Academic Council and with the sanction of the Senate ;*
- (v) *after-receiving a report from the Committee of Appointments (to be defined later), to appoint the teachers of the University and to define their duties and conditions of service by Ordinances prescribed for the purpose ;*
- (vi) *to appoint the officers of the University, except as otherwise provided ;*

- (vii) *after receiving a report from the Board of Examinations (to be described later) to appoint examiners and to define their duties and conditions of service by Regulations prescribed for the purpose ;*
 - (viii) *to lay before Government a comprehensive statement of all requests received for financial assistance from institutions associated with the University ;*
 - (ix) *to administer any funds placed at the disposal of the University for specific purposes ;*
 - (x) *to have power to accept transfer of any movable or immovable property on behalf of the University.*
- (b) *The Syndicate should consist of the following persons :*
- (i) *The Vice-Chancellor (Chairman) ;*
 - (ii) *The Director of Public Instruction ;*
 - (iii) *The Deans of the Faculties of Arts, Science, Oriental Learning, Law and Medicine ;*
 - (iv) *The Dean of the Faculty of Agriculture, or the Dean of the Faculty of Engineering, appointed in rotation ;*
 - (v) *Six members elected by the Senate from among their own number ;*
 - (vi) *Six members nominated by the Chancellor.*

67. The composition and method of constitution of the academic authorities of a university should differ essentially from those of its lay authorities. Whereas the lay bodies should be largely elective and should represent both public and academic opinion, the academic bodies should be composed of experienced scholars and should be largely *ex officio*, while the Vice-Chancellor, who is their head, should have considerable power of nominating members.

In preparing draft Statutes, the Syndicate will require the previous opinions of the *Academic Council* in regard to the conferment of honorary degrees, the institution of scholarships, prizes, etc., the classification and mode of appointment of University teachers, the discipline of students, the conditions of association with the University of all categories of colleges, and the admission of individual colleges to association with the University. The Academic Council will also have the right of drafting Ordinances regarding the admission of students to the University, the appointment of examiners, the framing of general rules respecting the equivalence of examinations conducted by other universities and authorities, the standards of examinations and the prescription of courses of study. The Senate and Syndicate will be empowered to accept, reject or refer back, but not amend, such draft Ordinances. Those bodies will not be entitled, for example, to substitute one subject of study for another in a course drafted by the Academic Council and thus to affect the proper balance of the course as a whole ; they can only object to the inclusion or exclusion of a particular subject and request the Academic Council to revise the course accordingly. Again, subject to the appropriate Statute or Ordinance, the detailed courses of study should be prescribed by the Academic Council by Regulation. The Academic Council should also have the right to advise the Syndicate in all academic matters ; it should also have executive powers in certain matters such as control of the University Library and of the laboratories, etc., of the University.

XLVIII. (a) *The main functions of the Academic Council should be—*

- (i) *subject to the Statutes and Ordinances, to organise generally the teaching of the University ; to be responsible for the maintenance of standards of teaching and examination ; to name the subject or subjects which shall be included in each Faculty ; to exercise such other powers and perform such other duties as may be conferred or imposed on it by the Statutes and Ordinances.*

- (ii) to advise the Syndicate in all academic affairs.
- (b) The Academic Council should consist of—
 - (i) The Vice-Chancellor (Chairman) ;
 - (ii) Deans of Faculties ;
 - (iii) Heads of University Departments ;
 - (iv) The Principals of Incorporated, Professional, Women's and Constituent colleges ;
 - (v) Five Principals of affiliated colleges to be appointed from among their own number by rotation ;
 - (vi) The Principal of Khalsa College, Amritsar ;
 - (vii) Five "appointed" teachers elected from among their own number ;
 - (ix) Five persons possessing special knowledge of the subjects of study represented in the Academic Council, nominated by the Vice-Chancellor.

Many administrative duties should be imposed on the Academic Council, especially in regard to the recognition of individual teachers. It should therefore have the right of appointing committees, but a *Standing Committee* of the Academic Council should be constituted by Statute. Though the Academic Council may from time to time delegate functions to this Committee, it should be mainly advisory.

XLIX. A *Standing Committee* should be constituted consisting of the Vice-Chancellor (Chairman), and six members of the Academic Council elected annually from their own number, which will carry out such duties as may be delegated to it from time to time by the Academic Council, and will make recommendations to the Academic Council regarding the recognition of teachers.

68. One of our main objects in framing our recommendations has been to fix definite responsibilities in certain University bodies, and to prevent the frequent discussions and references between the several bodies of the University,

which now absorb so much time and attention. Boards of Studies should therefore make their recommendations, especially regarding the details of courses and the prescription of books, directly to the Academic Council. This procedure will save much time and will prevent long delays. Many of these references can be disposed of without further delay by the Academic Council, but in certain cases the advice of the Faculty or Faculties concerned can first be obtained. It may be more convenient, however, to appoint Committees *ad hoc*, especially in cases in which the advice of two or more Faculties is required.

A Faculty should consist of selected teachers in a group of allied subjects, but difficulties sometimes arise in classifying the subjects proper to a Faculty. Certain subjects are included in the degree courses of more than one Faculty. For example, while English is included as a subject in the Science course, Science is included as an optional subject in the Arts course; but it will not be necessary to include English teachers in the Science Faculty, nor Science teachers in the Arts Faculty. On the other hand, Mathematics teachers may be included in both the Arts and Science Faculties. We have recommended that the Academic Council shall name the subjects to be included in each Faculty.

In a University of the type which we propose, the problem of including the appropriate teachers in a Faculty is more difficult than in a unitary university, as it is necessary to give representation not only to central but also to outlying institutions. Hence a Faculty of Arts, for example, may become too unwieldy to be efficient. On the other hand, professional Faculties may be too small to fulfil their proper purpose.

The composition of the professional Faculties may therefore differ from that of the Faculties of Arts and Science. In the former a large body of *ex officio* members will be required, such as judges of the High Court in the Faculty of Law, Medical Officers in the Faculty of Medicine, practical Engineers in the Faculty of Engineering.

We therefore hesitate to make definite recommendations regarding the composition of each Faculty and will be content to suggest certain principles. The University Professors and Heads of Departments should be included *ex officio* in their respective Faculties; the Vice-Chancellor should

be empowered to nominate experts in the subjects included in a Faculty in a prescribed proportion of the total numbers in a Faculty ; the heads of certain professional colleges, such as the Principals of the Central Training College and of the Hailey College of Commerce, should be included in the Faculty of Arts ; the Principals of Medical Colleges in the Faculty of Medicine, etc. ; the " appointed " teachers and the " recognised " teachers in each Faculty should be given a fixed proportion of seats.

- I. (a) *There should be Faculties of Arts, Science, Oriental Learning, Law, Medicine, Agriculture and Engineering and such other Faculties as may from time to time be prescribed by Statute ;*
- (b) *The Academic Council should name the subjects to be included in each Faculty ;*
- (c) *The Dean of each Faculty should be elected annually by the members of the Faculty ,*
- (d) *A Faculty should discuss such matters as may be referred to it from time to time by the Academic Council ;*
- (e) *A Faculty should consist of the following categories of persons :*
 - (i) *The University Professors, Readers and Heads of Departments in all subjects included in the Faculty ,*
 - (ii) *Ex officio members ;*
 - (iii) *Representatives of " recognised " and " appointed " teachers ;*
 - (iv) *Experts nominated by the Vice-Chancellor.*

69. *Boards of Studies should be appointed in subjects specified by the Academic Council. The functions of these Boards should be to recommend courses of study in the appropriate subjects ; to maintain a panel of examiners ; and to advise the Academic Council in all matters relating to teaching and examination in their subjects.*

- LI. (a) *Boards of Studies should be constituted in subjects specified by the Academic Council ;*
- (b) *The functions of a Board of Studies should be to—*
 - (i) *make recommendations to the Academic Council regarding courses of reading and syllabuses in the appropriate subjects ;*

- (ii) *maintain a panel of examiners ;*
 - (iii) *advise the Academic Council in matters concerning the teaching and examination of the appropriate subjects ;*
 - (iv) *discuss such matters as may be referred to it from time to time by the Academic Council.*
- (c) *A Board of Studies should consist of—*
- (i) *The University Professor or Professors and Readers in the appropriate subject or, failing such, the University Lecturer in charge of the subject, the senior University Professor to be Chairman ;*
 - (ii) *A number not exceeding five of the appointed or recognised teachers in the subject selected from among such teachers by the Academic Council ;*
 - (iii) *Two experts to be nominated annually by the Vice-Chancellor.*

70. Provision should be made in the Act for the appointment of such *Boards* as may be constituted from time to time by Statute. But the creation of certain Boards should be obligatory. We recommend Boards of Finance, Appointments, Examinations and Affiliated Colleges.

71. We shall now consider the office, powers and functions of the *Vice-Chancellor*. He will be the chief executive officer of the University, Chairman of the Syndicate and Academic Council and—in the absence of the Chancellor—of the Senate. He should be entitled to be present and to speak at any meeting of any constituted body of the University. He should be responsible for the discipline of the University. Considerable executive powers should be vested in him as, for example, he should be in control of the University Office and, subject to the rules of the Syndicate, should appoint the clerical and menial establishment of the University, and have power of dismissal, subject to the right of appeal to the Syndicate. The responsibility for ensuring that the conditions of the Act, Statutes and Ordinances are faithfully obeyed should rest with him. He should have extensive powers of nomination and should use these powers to include suitable persons, who would be unlikely to be returned by election and also to provide that the legitimate interests of communities are duly represented.

In view of these large powers and responsibilities, the Vice-Chancellor should be a salaried officer of the University, and should devote his whole time to his work. He should not be directly associated with any particular institution of the University. He should not be regarded as being associated with any particular party in the University, which is possible if he is subject to election or re-election. He should be nominated by the Chancellor, and should hold office for a sufficient time to enable him to impress his personality on the University, and should be eligible for re-nomination.

LII. (a) *The Vice-Chancellor should be a full-time officer appointed by the Chancellor and should hold office for such term and subject to such conditions as may be prescribed by the Statutes ;*

(b) *The Chancellor should make such arrangements as he thinks fit on the occasion of a temporary vacancy in the office of the Vice-Chancellor ;*

(c) *The main powers and duties of the Vice-Chancellor should be as follows :—*

(i) *He should be the principal executive officer of the University, and, in the absence of the Chancellor, should preside at meetings of the Senate and any Convocation of the University ,*

(ii) *It should be his duty to ensure that the Acts, Statutes and Ordinances are faithfully observed and as far as possible that the legitimate interests of communities are duly represented ;*

(iii) *He should have emergency powers, subject to making report of his action (if any) to the authority or person who would otherwise have dealt with the matter ;*

(iv) *He should give effect to the orders of the Syndicate regarding the appointment, dismissal or suspension of the officers and teachers of the University ;*

(v) *He should be in complete control of the University Office and should have the*

power to appoint, dismiss or suspend any member of the clerical and menial establishment, subject to the right of appeal to the Syndicate in the case of dismissal ;

- (vi) *He should exercise such other powers as may be prescribed by the Statutes and Ordinances.*

72. We have recommended that the Vice-Chancellor should be the chief executive officer of the university. In consequence the Registrar will necessarily have more limited authority under the proposed constitution, in accordance with the principle adopted in the more recently established universities in India. He will act under the direction of the Vice-Chancellor.

The Registrar should be a full-time paid officer appointed by the Syndicate, and should exercise such powers and perform such duties as may be proscribed by Statutes and Ordinances ; but he should not be a member of any University Authority.

LIII. *The following may be enumerated as among the duties of the Registrar :*

- (a) *To be custodian of the records, common seal and such other property of the University as the Syndicate shall commit to his charge ;*
- (b) *To maintain the Register of graduates and students ;*
- (c) *To conduct the official correspondence of the University ,*
- (d) *To act as Secretary to the Senate, Syndicate, Academic Council and Board of Finance, and to such other bodies as may be prescribed ; to attend all meetings of these bodies and to keep the minutes thereof ;*
- (e) *To arrange and conduct the examinations of the University ;*
- (f) *Under the direction of the Vice-Chancellor and the Board of Finance, to act as financial officer of the University : to keep the accounts, to prepare the annual financial*

statement, and to prepare a periodical review of the financial position of the University and a statement of the financial policy of the University, which should determine its further development ;

(g) To issue all notices convening meetings of the Senate, Syndicate, Academic Council, Boards of Studies, Boards of Examiners and any committees appointed by these authorities ;

(h) To perform such other duties as may be prescribed from time to time by the Syndicate, and generally to render such assistance as may be desired by the Vice-Chancellor in the performance of his official functions.

73. Many witnesses have criticised very hostilely the present practice in appointing examiners and salaried teachers of the University.

We have concluded, after investigating various cases, that the present method of appointing examiners is open to grave objection. Adequate lists of competent examiners are rarely compiled, so that preference is often given to persons who are in close touch with those who dispense this form of patronage. Efficiency and experience are not always the criteria for appointment. It is difficult to examine the validity of the complaints which have been made to us, but the simple fact that they are made and believed by many reflects adversely upon the reputation of the University. The duty of recommending examiners for appointment should be removed from the extraneous influence of party politics and should be vested in small special committees presided over by the Vice-Chancellor himself. Though only competent examiners should be appointed, every reasonable precaution should be taken that no particular community or communities feel aggrieved that their claims have not received adequate consideration.

LIV. *(a) Lists of competent examiners should be kept by each Board of Studies concerned.*

(b) Examiners in each subject should be selected by a special Committee of Examinations consisting of—

(i) The Vice-Chancellor ;

- (ii) *The Head of the Department concerned ;*
- (iii) *One other member of the Board of Studies concerned ;*
- (iv) *Two members nominated by the Vice-Chancellor, who possess competence and experience in the subject ;*
- (c) *The lists of persons thus recommended should be forwarded to the Syndicate, who should make the final appointments ;*
- (d) *Casual vacancies should be filled by the Vice-Chancellor with the advice of the Head of the Department concerned.*

We are completely convinced of the necessity of preserving teaching appointments from partisan influence.

LV. (i) *For the purpose of appointment to all teaching posts which have University status a Committee of Appointments should be created, and no person should be appointed by the Syndicate to any such post, unless he has been recommended by the Committee ,*

(ii) *The Committee of Appointments should consist of the following persons .*

(a) (i) *The Vice-Chancellor, who should be Chairman ;*

(ii) *One person to be nominated by the Academic Council from among its own members ;*

(iii) *One Syndic (in addition to the Vice-Chancellor) to be nominated by the Syndicate ;*

(iv) *Two persons to be nominated by the Chancellor.*

(b) *For appointment of a University Professor, in addition to the persons defined in (a) above, three experts from beyond the Province, nominated by the Syndicate.*

(c) *For appointment to a post in which a college is concerned, two persons nominated by the governing authority of that college.*

In the case of appointment to a University Professorship the post should generally be advertised and applications should be invited from abroad, as well as from India. In every such case an Advisory Committee in England should be appointed by the Syndicate, and the recommendations of this external Advisory Committee should be considered by the Committee of Appointments before making their recommendation to the Syndicate

In our opinion it is essential for the preservation of standards of scholarship and teaching in the University that the field of selection for all chairs should be as wide as possible, and that advice concerning the qualifications of applicants for such chairs should be received from persons of acknowledged eminence, beyond, as well as within, India. We consider that, while familiarity with local conditions is necessary in the case of a large proportion of the University Professors, and the claims of applicants belonging to this Province should (as they no doubt will) be sympathetically examined by the Committee of Appointments, any tendency to a narrow provincialisation of the University Professoriate should be avoided. and that, moreover, the presence of a certain proportion of Professors from abroad will assist valuably to maintain conformity with international standards and practices

(iii) *The Financial Administration of the University*

74. The note of the financial system of the University by Mr. J. D. Penny, I.C.S., shows that there is no serious defect in the financial administration of the University. He has discovered no irregularities calculated to disturb public confidence, or to cause mistrust in the University machine of the future. He has, however, made several valuable suggestions, the acceptance of which will improve its financial administration.

75. Two general changes are advisable : (i) the finances of the University should be placed under the direction of a Board more completely representative of the Authorities affected ; (ii) the general financial position of the University should be regularly reviewed ; all considerable proposals involving expenditure should be examined in the light of a

comprehensive policy, which should be embodied periodically in a carefully formulated statement.

LVI. (a) *A Board of Finance should be appointed with the following functions :*

- (i) *To examine the annual budget and to advise the Syndicate thereon ;*
 - (ii) *To make recommendations to the Syndicate on all matters relating to the finance of the University ;*
 - (iii) *To examine every proposal of new expenditure involving a sum of money exceeding Rs. 3,000 ; and to advise the Syndicate thereon ;*
 - (iv) *Periodically to review the financial position ;*
 - (v) *Generally to devise means for the improvement of the financial position of the University ;*
 - (vi) *To expend sums of money voted by the appropriate authority ; and to sanction proposals of new expenditure involving a sum not exceeding Rs. 1,000.*
- (b) *The Board should consist of—*
- (i) *The Vice-Chancellor, who should be Chairman ;*
 - (ii) *Three Fellows, who are not Syndics, to be elected by the Senate ;*
 - (iii) *Two Syndics (in addition to the Vice-Chancellor) appointed by the Syndicate ,*
 - (iv) *One expert nominated by the Vice-Chancellor. The Registrar should act as Secretary to the Board.*

It should be the duty of the Registrar to prepare all cases for submission to the Board, and to point out their financial and administrative implications. This is of great importance, as the Board cannot be expected to function satisfactorily without such assistance.

76. We also endorse the following suggestions made by our Financial Adviser :

- LVII. (a) *More attention should be given to matters specially pertaining to "higher audit" in the annual audit of accounts by Government, and the auditor should satisfy himself that the financial condition of the University is sound.*
- (b) *There should be concurrent audit by auditors appointed by the University, with payment, if necessary, of a higher honorarium than at present.*
- (c) *The annual statement of investments should be clearly presented, a distinction being made between (i) temporary investments of amounts shortly to be disbursed, and (ii) more permanent investments which may be accumulated as endowments or reserves.*
- (d) *The annual budget statement should be accompanied by the explanatory note prepared by the Registrar. It should not merely summarise the financial position and explain the proposals for the ensuing year, but also explain the financial policy of the University in general.*
- (e) *Income and expenditure should be shown under sanctioned budget heads in the accounts kept by the University, and it should not be necessary for the auditors to make changes in classification and work out their totals.*
- (f) *There should be a separate head of account for expenditure on buildings and their equipment*
- (g) *The budget should be more carefully framed, and habitual underestimating of receipts and overestimating of expenditure should be avoided. The revised budget, which is usually presented to the Senate toward the end of the financial year, should also be made more accurate by a close examination of the actual progress of income and expenditure.*

- (h) *The present procedure should be followed regarding the preparation and presentation of the budget, except that the Board of Finance should be definitely responsible for the preparation of the budget and its submission to the Syndicate, which should forward it to the Senate for final sanction.*
- (i) *On the analogy of British parliamentary practice, members of the Senate should not have power to increase budget provision in the course of discussion on the budget.*
- (j) *The present anomaly of the power enjoyed by the Board of Accounts to sanction new items of expenditure up to a certain amount, while the Syndicate has no such power, should be removed.*
- (k) *Noting on files relating to expenditure should be more informative and should not consist merely of reports of proceedings.*
- (l) *If the Syndicate has the power of sanctioning not merely re-appropriations, but also new items of expenditure below a certain amount, specific authority should be provided.*
- (m) *It should be the duty of the Board of Finance to examine as completely as possible the implications of all new proposals.*
- (n) *So far as possible, consideration of new proposals of expenditure after the budget is sanctioned should be deferred till the latter half of the financial year. Such proposals should be formulated together and not piece-meal. There should be frequent meetings of the Board of Finance.*

-(ix) The Finances of the University.

77. We have already indicated the perennial financial predicament of the University. It is fundamental that its position should not be further weakened.

We have proposed that the Intermediate classes should be removed from the jurisdiction of the University, which.

now receives from the Intermediate and Matriculation examinations a comparatively large revenue, which is necessary for the maintenance of its essential functions. Unless an equivalent is guaranteed to the University, it will be unable to fulfil its legitimate financial needs. (A special Government grant to the University will be necessary in the year of transition).

LVIII. *An annual sum equivalent to the net receipts from the Matriculation and Intermediate examinations should be assured to the University by means of a special statutory grant, or by such other means as may be considered desirable, provided that it is the most effective guarantee of its permanence.*

78. Apart from examination fees, the University is dependent almost entirely on Government grants, which have recently been reduced below the safety line. The University is therefore unable to make plans for the future, owing to the possibility of further reductions. Make-shift measures unfortunately lead to extravagance ; a well-devised policy alone is conducive to real economy.

LIX. *The annual Government grant to the University should be made statutory and should extend over a considerable period of years.*

79. It is difficult to compare Government subventions to universities in other provinces with those of the Punjab Government to this University, because of differences in conditions. In some provinces these subventions are direct grants to unitary universities ; in the Punjab they are mainly made indirectly by the maintenance of Government colleges. As a result of our proposals expenditure on Government institutions should be of greater benefit to the University, because the staffs of these institutions would then be working in accordance with a well-concerted plan of co-operation. Government College, Lahore, at least should become an integral part of the University. But after making all possible allowances, we are of opinion that *the University receives insufficient assistance from Government.*

We refrain from specifying a precise sum to be provided by the statutory grant which we have proposed ; but its determination should not be based on subventions made

during recent year of retrenchment. On the contrary, it should include for several successive years a considerable sum in excess of the immediate needs of the University, definitely ear-marked to provide an Endowment Fund, with the provision that the University should reserve a portion of its revenues from other sources for the same purpose. The fulfilment of this practice should result eventually in a university far less dependent on Government subventions than it now is.

The extent of co-operation which Government College would be able to offer as a constituent college would be an appreciable factor. The closer co-operation between all constituent colleges would inevitably result in further economy. For example, the University should be relieved thereby of the necessity of founding a number of Professorial Chairs, which would otherwise have been essential.

The University would need first to negotiate with its constituent colleges and to formulate a definite policy of progress. It would then be in a position to indicate to Government the additions to the minimum statutory grant which would be required. The amount might be considerable, but it would be much less than that which is now dissipated in the undisciplined and wasteful practice of reduplicating higher education in a congeries of closely situated but self-centred colleges in Lahore.

(x) The Financial implications of our proposals.

80. A prominent and most distressing feature of educational systems in India is their waste and ineffectiveness. Our recommendations have been guided by an ardent desire for economy. But wise economy implies the rationalisation of a system and is vitally different from unintelligent retrenchment, which merely aggravates extravagance. For example, retrenchment in direction and inspection is short-sighted disparagement of efficiency, and therefore of economy. A well-directed policy carried out in every detail by effective and competent agencies is imperative.

81. At every stage very many boys and girls are now receiving education, for which they are not fitted. The high classes in schools are over-crowded by pupils who have no bent for literary education, and are merely wasting their time and public money. Colleges are overcrowded by

incompetent students, on whom expenditure of money intended for university education is wasted. The advance of higher education is being reckoned by an uncritical count of heads, as if an *élite* can be created by mob methods !

Many pupils now seek to attain their modest educational aim by attending for a year or more a grade of school higher than they wish, because the proper grade has not supplied it. Many thousands of boys try to complete their primary education in middle schools ; many try to achieve literary education in the high departments of secondary schools, and often linger there until they are nineteen or twenty years of age ; many try to complete their higher secondary education in colleges of the University. Very many pupils at each of these levels fail in the attempt, and this disquieting proportion of failures is a plain criterion of the ill-adaptation, and therefore extravagance of the prevailing system.

To remedy these defects, we have proposed a remodelling of the system of school education, in order to establish definite grades, each with a carefully devised scope and aim. Great economy would inevitably result from such re-organisation.

The shortening of the anglo-vernacular course should ensure far more effective expenditure of public funds than at present. *Money now spent (only too often wasted) on the literary education of elderly boys in the high classes of schools should be diverted to finance vocational education, which is urgently needed.* Many of the pupils would become an asset rather than a burden to the Province, if they receive a good practical training in place of the literary education which they now receive. Boys whose bent lies in literary education would be much better provided for in the higher secondary schools which we have proposed.

The use of the vernacular medium throughout the secondary course would also conduce to economy, as the present necessity of re-learning much of the school work through the medium of English in Class IX would be obviated. In these improved circumstances pupils should be able to complete the secondary course without continuing their studies in a higher grade.

82. The cost of the higher secondary schools which we have proposed may appear considerable, since some forty of these institutions will be required ; but the alternative is

the continuance of the present wasteful and ineffective system of providing school education, largely in the metropolis, for very many pupils every year from the mufassal. The instruction of these boys in large and unwieldy lecture classes in Lahore may seem at first sight cheap, and no doubt assists colleges temporarily to meet their expenditure on degree classes; but it is not an economy to the Punjab for its rising generation to receive its schooling in this most unsatisfactory manner. It is in reality an expensive form of education.

The high cost of providing the unsatisfactory Intermediate instruction which is now given in Lahore is insufficiently realised. Past expenditure on hostel and classroom accommodation for mufassal boys now reading in Lahore colleges must have been very great, but the buildings are already inadequate. Much additional expenditure is therefore required, assuming that the necessary sites for these extensions to buildings can be found in Lahore. If our policy had been adopted fifteen or even ten years ago, much money would have been saved. The new institutions could have been provided in the mufassal, and the large balance could have been spent on other educational purposes. A similar situation confronts the Punjab to-day, and the question again arises, though in a much more acute form, whether higher secondary education for large numbers of mufassal pupils should be provided in Lahore. We therefore justify our proposals on the grounds of economy because of efficiency. (It is unthinkable that large numbers of boys should be drafted every year from the much smaller country of England to the city of London in order to receive school education. In practice many parents living in London prefer to send their children away from their homes to school in country places.) Why does this extravagant practice still obtain in the Punjab?

The actual cost of our more economical alternative will be even less than might appear at first sight. The Punjab is fortunate in possessing already a large number of institutions which could easily be used as higher secondary schools. The Director of Public Instruction and others have observed that the present Intermediate colleges are available, and that a number of the existing high schools could be made available with comparatively slight expenditure. The latter institutions would then render a far greater service to the province

than they now do. Additional science accommodation and equipment can be provided on a less expensive scale than has been done in the Government Intermediate colleges.

If these new institutions are wisely distributed through the Province, the recurring cost need not be great. If unnecessary competition is eliminated and indiscriminate migration of school-boys to Lahore is checked, and if the staffs are wisely selected, each of the new institutions should have its full complement of pupils, and should be within comparatively easy reach of being self-supporting. In any case, the present anomaly, that Intermediate classes are full to overflowing in Lahore, while good institutions are only half-full in the mufassal, should be obviated by the acceptance of our proposals.

We also justify our proposals for a *bold mufassal policy of development at the degree stage* on the score of economy as well as of efficiency. The Punjab already possesses some fine and promising colleges in the mufassal. The development of the better of these colleges should be infinitely less expensive than the extension of Lahore colleges.

88. Our proposals regarding constituent colleges in Lahore will ensure further economy. At present, in the absence of control, the waste of money and effort is very great, while the results are extremely unsatisfactory. If the Punjab is to enjoy an efficient system of university education at reasonable cost, conservation of effort is imperative. With the removal of the Intermediate classes, the University and the Lahore colleges will have a unique opportunity of reviewing their resources and of using them to their utmost capacity; but all concerned must be prepared to combine their activities and to eliminate waste.

The Punjab is now receiving by no means full value for its money. Government is in an unenviable position. Improvements in Government College, Lahore, are long overdue and will have to be carried out. Even greater improvements are required in the privately managed colleges, for which liberal grants-in-aid will have to be given. At the same time the University must continue to build up an efficient Professoriate. The *establishment of Chairs in English and Physics*, in particular, is urgently required and many other posts of University status must be created.

If the *sharp distinction between University and college teaching* is continued, the new University posts will probably duplicate similar posts in Government College and other colleges, some of which receive annual grants from Government. The only hope of economical progress lies in vesting the University with such control that, in co-operation with its constituent colleges, it can make good use of its total resources. In any case, large additional expenditure must be incurred. It is for decision whether that expenditure shall be in accordance with a well-devised policy of co-operation, or whether it is to be frittered away in spasmodic and ill-regulated doles.

84. *The extensive use (or abuse) of University examinations as qualifications for admission to Government service, even in clerical and minor posts, is also an extravagance.* Many students attend degree classes merely in order to qualify themselves for the lower ranks of Government service. The better plan would be to provide clerical and commercial classes in the higher secondary schools which we have proposed. The saving of money would be considerable, and the training of clerks would be more effective.

85. The decision at issue is whether future advancement is to be along present lines, or in accordance with our proposals. Apart from the question of efficiency, the Punjab cannot afford to continue, certainly not to expand, the present system.

86. We have had occasion often in this report to comment upon one of the gravest defects in the present system of the University, namely, its lack of *organic unity*. We have resorted to various metaphors, describing it sometimes as "inorganic", or "invertebrate"; at other times observing upon the existence in its structure of "watertight compartments" and formidable "barriers" which separate its component parts, and upon the *essential need for a policy and method of "integration."* We would here sum up one of the strongest convictions which we have reached in this enquiry, that is, *the imperative need to rationalise the structure and administrative machinery of the University, to unify its purposes and to co-ordinate its teaching resources.*

Incoherence, separatism, overlapping of authorities and functions, with their inevitable consequences in the opposition of "interests" and the friction of competitors within

the same sphere: these are *fundamental causes of extravagance and inefficiency*, which, if allowed to continue and develop unchecked, will tend to reduce the University to futility. Instead of a real corporation, it will become an ever looser confederation, as its unifying disciplinary sanctions are progressively undermined.

On the administrative side we have proposed the *effective representation of all the component elements*—including those of the mufassal—in the controlling authorities, and the endowment of these authorities with co-ordinated powers and real sanctions.

On the academic side, we have similarly proposed a *systematic mobilisation of teaching resources* in order to remove barriers, which hinder elasticity and produce either duplication or *lacunæ* in teaching.

(i) Within the University in the narrow sense, we suggest strongly the *necessity for close organic grouping*. For example: The Department of Physics should be developed by the appointment of a University Professor, and this Department should be effectively co-ordinated with those of Mathematics and Chemistry. Another group of departments of social studies should be organised. There are points of contact between History, Economics, Political Science, Constitutional Law and Jurisprudence. For example, teaching in Economics, Political Science or Economic History, which is required in several related Departments, should be provided from one source common to them all and the *time-table and teaching arrangements should be devised co-operatively*. Similarly, the academic subjects proper to the Law College, which impinge upon those of the Faculty of Arts, should be developed in common with them and made available to all. In this group of subjects are included Constitutional History and Law, Jurisprudence and Political Science, International Law and Relations. The barriers between them should be broken down and the teaching resources and arrangements rationally co-ordinated.

(ii) *In the relations between the University departments and the Lahore colleges, obstacles should be removed, teaching resources classified and co-ordinated, and time-tables adjusted and controlled, in order to eliminate unnecessary*

duplication, variety of standards, and omissions which result from inadvertence or competitive separatism. The Heads of University Departments should be given definite powers and duties to accomplish this.

(iii) A most important detail should be emphasised at this point. *The University teaching time-tables should be rationalised, standardised and effectively published. A standard period of teaching should be adopted universally. We suggest fifty minutes.* Thus in winter lecture-periods should extend from 9 A. M. till 1 P. M., with a break of ten minutes before each hour. In summer they might extend from 7 A. M. to 11 A. M.

(iv) In Arts and Science subjects close liaison should be established between Lahore and the mufassal degree colleges in order to ensure the maintenance of standards, the improvement of teaching resources and methods, and the approximation of teaching and examinations, so as to remove as far as possible the sense of isolation of mufassal colleges and of the externality of control from Lahore. For this purpose the frequent circuits of Heads of University Departments and a regular and effective system of Inspection should be provided, in co-operation with the Board of Affiliated Colleges.

The motto of the Government of the United States of America should be the controlling principle of the University: *E pluribus unum* (*The many have become one*).

Conclusion.

87. It has been a great privilege that we have been invited to serve on this Committee, that we have been associated actively with a great province and a great university. Our labours have been arduous, but they have been sweetened by manifold kindness and by active co-operation.

The University has placed at our disposal offices in the University Hall, and has responded whole-heartedly to our repeated requests for assistance and information. Mr. F. K. Clark, Educational Commissioner with the Government of India, has supplied us with valuable statistics and information regarding other provinces and universities. The officials of the Ministry of Education have done much on our behalf. Educational institutions, in Lahore and outside, have

welcomed us as associates in the cause of education, and have discussed their problems with engaging frankness. A large number of persons, including Secretaries of Associations, have written valuable replies to our questionnaire; and many persons, including spokesmen of Delegations, have responded to our invitation to give oral evidence. We appreciate the candour with which they have expressed their opinions. The Government Press has rendered valuable help in the printing of our report.

We appreciate most keenly the valuable assistance, which has been rendered by our Secretary, Mr. J. F. Bruce, Professor of History, Punjab University, and we are deeply grateful to the University for having placed his services at our disposal.

We are also grateful to our Assistant Secretary, Mr. S. M. Sharif, for the work which he has done on our behalf, especially in making arrangements for our tours and in supervising the office. We also record our thanks to M. Muhammad Rafiq, Head Clerk, and to members of the office staff, who have carried out the immense amount of work, which has been imposed upon them, often in difficult and inconvenient circumstances.

88. We shall be amply rewarded if we can feel that we have done just a little to assist the Government and the University of the Punjab in the task which lies before them. This task will be no easy one. The work of reconstructing a University is many-sided. No single aspect can be isolated from the others; all aspects must be regarded as one and undivided.

Our hope is that our work will be judged as a whole, and not by isolated recommendations.

89. The Punjab is suffering from the wranglings of communal discord, but these may be only the birth-pangs of a great nation. We realise the delicacy of the present situation, but we have not shrunk from anxious consideration of this distressing phenomenon. Problems such as these cannot be decided by theory alone; practical difficulties must also be taken into account. We have striven from the outset to preserve strict impartiality, and to propose even-handed justice to all. We have made it our endeavour

to suggest ample opportunities for all sections of the community to unite in the common task of building up a great University.

G. ANDERSON, (*Chairman*).

A. C. WOOLNER	} <i>Members.</i>
*A. YUSUF ALI,	
P. SESHADRI,	
BUTA SINGH,	
†A. F. RAHMAN,	}

J. F. BRUCE, *Secretary*.

S. M. SHARIF, *Assistant Secretary*.

Lahore, 18th March, 1933.

*Signed subject to the appended note, which is printed on page 381—387.

†Mr. A. F. Rahman, who was not present at the time of signature, authorised the Secretary to sign the report on his behalf, subject to the terms of the note, which is printed on page 380.

Note by Mr. A. F. Rahman.

I am in agreement with my colleagues, subject to the following reservations.

I am of opinion that the Muslim demand for an adequate share of representation in the lay bodies of the University is essentially just, and I am fortified in this view by the recommendations of the Calcutta University Commission. I feel that in the present condition of India, and particularly of the Punjab, communal representation is necessary. I therefore recommend that—

(a) In the Senate :

- (i) half the number of representatives to be elected by the registered graduates should be Muslims, elected by Muslim registered graduates ;
- (ii) in appointing persons as members of the Senate the Chancellor should secure that as far as possible 50 per cent. of the non-European members shall be Muslims.

For this purpose, the number of nominated members should, if necessary, be increased.

(b) In order to secure adequate Muslim representation on the Syndicate—

- (i) half the number of representatives to be elected by the Senate should be Muslims ;
- (ii) in appointing persons as members of the Syndicate the Chancellor should secure that as far as possible 50 per cent. of the non-European members shall be Muslims.

I recommend that the Chairman and Committee of Appointments should be appointed by the Chancellor, and that half the number of non-European members should be Muslims. I suggest a committee of five to seven members.

A. F. RAHMAN.

Note by Mr. A. Yusuf Ali.

While agreeing with this Report in general terms, I wish also to reiterate the opinion expressed by Mr. Rahman in his separate note in respect of the proportions of communal representation on the Senate and Syndicate. But I would extend this principle to the chief academic bodies of the University, particularly the Academic Council.

It is difficult to make an accurate forecast as to the communal composition of the Senate in the proposed scheme. But there should be a guarantee for Muslims of at least 50 per cent. of the Indian Fellows. This might be obtained by prescribing a sufficient number of nominations by the Chancellor and by enjoining upon him the necessity of achieving this proportion. Muslim witnesses have insisted on the necessity of separate communal electorates, and will not be satisfied with joint electorates with reserved seats. I agree with them. But to those who do not want separate communal representation, I would offer the following kind of scheme as an alternative. The whole Senate might be divided into three parts: *ex officio* Fellows, elected Fellows and nominated Fellows. For the *ex officio* Fellows I would substantially accept the proposals of the Report, with slight modification in figures, as follows :

(i) *Ex officio* :

Holders of offices categories (i) to (x) ..	13
Principals of Incorporated, Professional, Women's and Constituent Colleges, about	14
Representatives of the States ..	7
Total ..	34

The Elected Members I would divide into two classes :
(i) those representing academic interests, and (ii) those representing public interests, giving each class 35 representatives, thus :

(ii) *Elected : Academic*—

(a) Professors and Teachers ..	20
(b) Registered Graduates (including two women)	15
Total ..	35

(iii) *Elected : Non-academic, representing public interests—*

(a) Legislative Council	..	..	14
(b) District Boards	..	..	11
(c) First Class Municipalities	..	..	7
			<hr/>
Total	..	..	35
			<hr/>

(iv) *Fellows nominated by the Chancellor to be fixed (say 60)*

It should be provided that these non-academic bodies need not necessarily elect their own members to the University Senate. The qualification for Fellows to be elected by them should be that they should be graduates of at least ten years' standing. This will ensure the return of members of mature academic outlook. With regard to nominations, there should be a definite provision that they should achieve in the final result the proportion which I have mentioned.

I am similarly doubtful whether an adequate number of Muslims will be included in the Syndicate according to the proposed scheme. For this reason I would insist on the necessity of allowing to the Chancellor a sufficient number of nominations, with the injunction that these nominations should be used in order to ensure that 50 per cent. of the Indian members should be Muslims.

I am equally emphatic that a similar just proportion of Muslims should be present on the Academic Council, in order that the views of the Muslims shall prevail to the reasonable extent which is denied it in the existing practice. In the proposed scheme the paucity of Muslim representation is even more marked, because of the greater importance which the proposals of this Report give to the Academic Council. In case sufficient representation of Muslims is not secured by the proposed method of election, I wish to insist that this defect shall be rectified by nomination.

I wish it clearly to be understood that adequate Muslim representation is not in my view merely a question of "loaves and fishes." The Muslims have an important contribution to make to the cultural and educational development of the Province. They have a right to demand that they shall not be excluded from a position in which they can effectively make such a contribution. They cannot see why

it should be all right that minority communities should obtain and retain control, while it is all wrong that the majority community should claim its rightful share in the cultural service of the Punjab. Nor does any question of class domination arise, when the majority community claim only a 50 per cent. proportion exclusive of the independent European and American vote, which is considerable.

I agree with Mr. Rahman that the Board of Appointments should be nominated by the Chancellor, but I advocate a small body, *viz.*, the Vice-Chancellor, with two nominees of the Chancellor. This will be a standing body, but for each specific appointment two expert assessors should be nominated.

With regard to Professorial appointments I advocate that foreign advertisements, with their concomitant foreign advisory committees, should be exceptional and not the general rule.

I agree that the University should obtain more effective control over the colleges, but I am doubtful whether this will be achieved most easily and harmoniously by the *doctrine* scheme of Constituent Colleges embodied in the Report. The change seems to me inconsistent with the general principle of college autonomy, and will I think nullify the intentions of the Report. *Festina lente*. In the case of the appointment of college teachers who are to be recognised by the University, I am of opinion that the University should possess only a consultative function. I am confirmed in this opinion by the oral evidence of Dr. Lucas :

“Such reconstruction of the University as I consider essential is very remote and may be left out of consideration. In view of realities, I do not favour any control over appointments within a college. The University is free to recognise college teachers or not, and there are so many ways of influencing the college indirectly that direct control is not required. The training of character is essentially a college function, as the college will provide residence and discipline in each case, or should.”

I am in agreement with the intention of the Report, that the diversion of students from the literary high-road at every possible stage should be embodied in a well-organised system of vocational and technical training. I am sorry that my

colleagues have not accompanied me to the logical conclusion of their proposals by arranging for such diversion at each of the following stages :

(1) At the conclusion of the vernacular course (Class VIII); (2) at the conclusion of the anglo-vernacular course ; (3) at the Matriculation stage of the present system ; (4) at the Intermediate stage. I should prefer that the High Schools should consist of eight and not nine classes, as proposed in the Report, for the very important reason that I consider it imperative that students should complete their secondary education at the age of 13. This will save a vital year at a vital point, and will prevent the extension of the total period of university education by one year, which is my greatest objection to the proposal in the Report. It is essential that boys should be deflected before they become impregnated with the narrowly literary view of life. I go farther than my colleagues. Even in the secondary course sufficient elasticity should be preserved to secure frequent opportunities of diverting pupils into technical and vocational avenues.

I see no objection to the application to the Punjab of the compromise, generally accepted in Europe, by which pupils are enabled to maintain contact with secondary education while they are tentatively seeking vocational training. In short, I would advocate half-time secondary education with an adapted system of half-time apprenticeship. Half-time apprenticeships may be possible in some cases, in both State and private schools. Work put in in that way should receive due credit under departmental rules, or at any rate a good deal of latitude might be allowed as regards the period of actual literary teaching both in State and aided schools. In this way when the time comes for the boy to leave school, he will already have had a footing in the preliminary stages of learning some trade or calling. If he decides that his experimental effort does not meet with his requirements or tastes, he can always change to some allied occupation, but it will be an advantage to him to have been in a sort of vocational atmosphere.

I do not agree with the compromise proposed in the report for the control of the higher secondary stage. My colleagues have been somewhat optimistic in acclaiming the United Provinces model as an "administrative success." In effect, that Board has retained the important features of the system which it proposed to replace. The expense

of the proposed Board in the Punjab, with its whole-time Chairman and Secretary, with its amateurish but none the less expensive arrangements for inspection and recognition, will be considerable. Nor is the composition of the Board such as will inspire confidence. The Muslim representation will be extremely inadequate; and the bias will be towards literary and away from vocational training. The Board will have to build up *ab initio* an administrative machinery and agency, a precarious experiment.

My colleagues keep on harping (and rightly) on the theme that the University should not degenerate into an administrative machine, and should not therefore be connected with school administration. The logical deduction from this contention is that higher secondary education should be administered by the Ministry of Education. Proposals of this kind have not been widely supported in the past, because the Department of Education has been regarded, not unnaturally, as a somewhat narrow bureaucratic organisation, with little sympathy for the needs of the people. With the advent of the proposed political reforms there will be no justification for holding this view any longer, as the Ministry of Education will become a truly national institution in the charge of a Minister responsible to a largely popular Legislature of a largely autonomous Punjab. I do not suggest that this great responsibility should be exclusively in the hands of officials; far from it. The constitution of committees of different kinds should be obligatory; and University and other representatives should be included on these committees. There is a grave danger that the Board proposed by my colleagues will become an oligarchy, aloof from the needs of the public, while a reconstructed Ministry of Education would be far more likely to avoid this danger.

I am also keenly anxious to emphasise the great importance of introducing higher forms of vocational training, which should be an important feature of the higher secondary institutions which have been proposed. Judging from the personnel as proposed for the Board, these essential activities are not likely to receive much encouragement. The first essential step is to place the charge of industrial and technical education in a reconstructed Ministry of Education, and thus to insist upon a strong and well-selected Committee to protect these interests. My colleagues seem to be living in the

past, oblivious of the great political changes which will shortly be introduced into India. In my opinion, a great opportunity lies before the Punjab.

In consonance with the principle of the maintenance and extension of the cultural contributions of various communities, which should be maintained in this University, I wish to insist upon the necessity of retaining Oriental classical languages as compulsory subjects of examination at the Intermediate stage, and also upon the maintenance and, indeed, development, rather than abolition, of such institutions as foster these influences. Moral and religious training should form an integral, indeed, a dominating factor in University training.

I wish definitely to insist that the University education of women in India should be differentiated in its content from that of men, so as to provide effectively for the training of women in that sphere which is peculiar to their after life. In this connexion I would refer to the evidence of the All-India Women's Conference, Central Punjab Branch, which has suggested that "the degree courses should be framed so as to include special subjects such as those included in section 7 of the Diploma Course, or the Diploma Course should be amended and given equal status with the degree." Miss K.B. Feroze-ud-Din, Principal, of the Stratford Intermediate College for Women, Amritsar, has raised a wider issue. She says: "The education doled out is against the very spirit, the culture, the civilisation and some of the most popular and useful institutions of the people. . . . This is what is working against the education of girls. . . ."

In view of the large amount of hostile evidence against the conduct of examinations and the specific charges made on the subject, I regret that the Committee has not arrived at any specific finding on this important matter. I wish to insist upon the necessity of maintaining the Examinations branch of the University in complete detachment from the general University office.

I wish to express my dissent from the suggestion contained in the main Report that specially selected degree colleges in the mufassal should be encouraged to develop ultimately into independent unitary universities. In my opinion, there are already too many universities in India,

which compete to their mutual disadvantage. I do not wish to see this process extended to the Punjab. Even the present University has been unable to secure a firm financial foundation or attract large endowments. The prospect of multiplying universities increases the weakness of our one University.

I wish finally to draw attention to my special notes on—

(1) the Vernacular in Schools,*

(2) the Oriental College.†

A. YUSUF ALI,

March 18th, 1933.

*See Appendix F.

†See Appendix G.

APPENDIX A (Part I).

STATEMENT SHOWING NUMBER OF STUDENTS READING IN ARTS
COLLEGES IN LAHORE.

Name of College.	Class (Year).	Number of students.		NUMBER OF STUDENTS .			
				Belonging to Lahore.		Coming from outside Lahore.	
Sanatana Dharma College ..	I	145	380	44	108	101	272
	II	235		64		171	
	III	102		15		87	
	IV	159		25		134	
	V	5		1		4	
	VI	4		..		4	
	Hons.	3		..		3	
			273		41		232
Total		653		149		504
Government College ..	I	201	372	77	161	124	211
	II	171		84		87	
	III	215		53		162	
	IV	181		50		131	
	V	90		22		68	
	VI	137		34		103	
	Hons	12		4		8	
			635		163		472
Total		1,007		324		683
Forman Christian College ..	I	264	400	85	146	179	314
	II	196		61		135	
	III	198		27		171	
	IV	257		20		237	
	V	61		8		53	
	VI	84		10		74	
	Hons.	43		7		36	
			643		72		571
Total		1,103		218		885
Dyal Singh College ..	I	230	513	81	186	149	327
	II	283		105		178	
	III	194		37		157	
	IV	239		42		197	
	V	22		4		18	
	VI	20		3		17	
			475		86		389
Total		988		272		716

APPENDIX A (Part I)—CONCLD.

STATEMENT SHOWING NUMBER OF STUDENTS READING IN ARTS
COLLEGES IN LAHORE—CONCLUDED.

Name of College.	Class (Year).	Number of students		NUMBER OF STUDENTS.			
				Belonging to Lahore.		Coming from outside Lahore.	
Kinnaird College ..	I	51		19		32	
	II	33		14		19	
			84		33		51
	III	25		6		19	
	IV	20		6		14	
			45		12		33
Total ..	..		129		45		84
Lahore College for Women ..	I	59					
	II	37					
			96		42		54
	III	34					
	IV	17					
			51		27		24
Total ..	..		147		69		78
Islamia College ..	I	275					
	II	339					
			614		290		324
	III	152					
	IV	210		77		285	
	V						
	VI	34		15		19	
			396		92		304
Total ..	..		1,010		382		628
D. A.-V. College ..	I	323		145		178	
	II	410		152		258	
			733		297		436
	III	226		75		151	
	IV	255		63		192	
	V	13		2		11	
	VI	11		1		10	
			505		141		364
Total ..	..		1,238		438		800
GRAND TOTAL ..	..		6,275		1,897		4,378

APPENDIX A (Part II).

STATEMENT SHOWING THE LODGING ARRANGEMENTS OF
STUDENTS OF ARTS COLLEGES IN LAHORE

Name of College	Class (Year)	NUMBER OF STUDENTS			
		Living in college hostels	Living in recog- nised lodging houses	Living in unre- cognised lodg- ing houses.	Living with guardians.
Sanatana Dharma College ..	I }	130	36	7	207
	II }				
	III }	113	36	.	124
	IV }				
	V }				
	VI } Hons				
Total	243	72	7	331
Government College ..	I }	109	9	1	253
	II }				
	III }	241	43	15	336
	IV }				
	V }				
	VI } Hons.				
Total	350	52	16	589
Forman Christian College ..	I }	143	43	6	122
	II }				
	III }	220	95	13	221
	IV }				
	V }				
	VI } Hons				
Total	363	138	19	343
Dyal Singh College ..	I }	131	28	6	348
	II }				
	III }	218	25	31	201
	IV }				
	V }				
	VI }				
Total	349	53	37	549

APPENDIX A (Part II)—CONCLD.

STATEMENT SHOWING LODGING ARRANGEMENTS OF STUDENTS
OF ARTS COLLEGES IN LAHORE—CONCLUDED.

Name of College.	Class (Year).	NUMBER OF STUDENTS			
		Living in college hostels.	Living in recog- nised lodging houses.	Living in un- recognised lodging houses.	Living with guardians
Kinnaird College	I }	54		..	30
	II }				
	III }	32	.	..	12
	IV }				
Total ..	..	86	..	..	42
Lahore College for Women ..	I }	43	..	2	9
	II }				
	III }	23	.	1	..
	IV }				
Total ..	..	66	..	3	9
Islamia College ..	I }	143	9	..	462
	II }				
	III }	168	6	..	222
	IV }				
	V }				
	VI }				
Total ..	..	311	15	.	684
D. A.-V. College ..	I }	279	102	7	345
	II }				
	III }	226	94	8	177
	IV }				
	V }				
	VI }				
Total ..	..	505	196	15	522
GRAND TOTAL ..	2,273		526	97	3,069

APPENDIX B.

STATEMENT SHOWING NUMBER OF STUDENTS AND OF STAFF, AND ANNUAL EXPENDITURE, IN UNIVERSITY DEPARTMENTS.

Serial No	Name of Department.	Number of students		Staff	Expenditure by the University.
1	Astronomy	(a) Pass ..	..	(a) <i>University</i> —(Part-time)— One Reader	Rs. 6,722
		(b) Honours ..	..	One Demonstrator	
		(c) M.A. or M.Sc. ..	..	(b) <i>Collegiate</i> —(Full-time)—Nil (c) <i>Collegiate</i> —(Part-time)—One	
		(d) Research students ..	..	
		Total	..		
			76		
2	Botany	(a) Pass ..	..	(a) <i>University</i> — One Reader	24,793
		(b) Honours ..	..	Two Demonstrators.	
		(c) M.A. or M.Sc. ..	..	One Lecturer (part time), (b) <i>Collegiate</i> —(Full-time)—Nil (c) <i>Collegiate</i> —(part-time)—	
		(d) Research students ..	..	One Professor, One Lecturer One Demonstrator.	
		Total	..		
			80		

*All these have taken up Astronomy as an elective subject in M.A. Mathematics.

APPENDIX B---CONCLUDED.

STATEMENT SHOWING NUMBER OF STUDENTS AND OF STAFF, AND ANNUAL EXPENDITURE, IN UNIVERSITY DEPARTMENTS---CONCLUDED.

Serial No.	Name of Department.	Number of students		Staff	Expenditure by the University.
3	Chemistry	(a) Pass	..	Nil	Rs. 71,129 (including Rs. 1,200 for English teaching).
		(b) Honours	..	*53	
		(c) M A. or M Sc.	..	15	
		(d) Research students	..	21	
		Total	..	89	
				(a) University---(Full-time)--- One Professor. One Reader. Three Demonstrators. (Part-time)--- One Professor One Reader. (b) Collegiate---(Full-time)---Nil. (c) Collegiate---(Part-time)---One.	
4	Economics	(a) Pass	..	Nil	
		(b) Honours	..	Nil	
		(c) M A or M.Sc.	..	55	
		(d) Research students	..	Nil	
		Total	..	55	
				(a) University---One Reader (b) Collegiate---(Full-time)---Five (c) Collegiate---(Part-time)---Nil	

5	History	..	(a) Pass ..	..	Nil	(a) University.—One Professor (b) Collegiate.—(Full-time)—Nil. (c) Collegiate.—(Part-time)—Nine.	..	15,637
		..	(b) Honours ..	..	8			
		..	(c) M.A. or M.Sc. ..	..	105			
		..	(d) Research students ..	..	1			
			Total	..	114			
6	Mathematics	..	(a) Pass ..	..	Nil	(a) University.—One Professor (b) Collegiate.—(Full-time)—One. (c) Collegiate.—(Part-time)—Ten.	..	15,373
		..	(b) Honours ..	..	54			
		..	(c) M.A. or M.Sc. ..	..	95			
		..	(d) Research students ..	..	2			
			Total	..	151			
7	Zoology	..	(a) Pass ..	..	59	(a) University.—One Reader Two Demonstrators. (b) Collegiate.—(Full-time)— One Professor. One Lecturer. One Demonstrator (c) Collegiate.—(Part-time)—Nil.	..	18,861
		..	(b) Honours ..	..	15			
		..	(c) M.A. or M.Sc. ..	..	6			
		..	(d) Research students ..	..	1			
			Total	..	81			

*Excluding 53 students of the school of Technical Chemistry

APPENDIX C.

STATEMENT SHOWING THE NUMBER OF FEMALE CANDIDATES WHO APPEARED AND PASSED THE VARIOUS UNIVERSITY EXAMINATIONS FOR THE LAST TEN YEARS.

Serial No	Name of Examination.	1923.		1924.		1925.		1926.		1927.		1928.		1929.		1930.		1931.		1932.	
		Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.	Appeared.	Passed.
1	M.S.L.C.	78	60	83	69	109	75	153	90	153	65	192	129	221	166	324	204	507	317	644	408
2	S.L.C.	6	2	7	1	5	15	6	1	1	1	1	1	..	..	..	..	..	..	1	1
3	F.A.	25	20	15	12	30	27	29	26	28	20	38	27	52	37	79	65	101	70	145	105
4	F.Sc.	..	..	..	..	..	..	1	1	4	1	2	1	..	..	..	..	..	..	34	28
5	F.Sc. (Medical)	18	11	14	9	23	15	21	15	24	11	26	19	20	17	30	22	27	18	..	..
6	B.A. (Honours)	1	..	..	..	3	2	4	2	6	3	4	..	1	1	2	..	..	..	..	..
7	B.Sc.	..	..	..	..	..	..	1	1	..	..	..	..	..	..	..	..	1	1	..	..
8	B.A.	12	11	5	3	17	15	16	11	18	11	18	11	30	23	26	16	39	25	57	22
9	B.T.	1	1	1	1	1	..	3	2	4	4	..	..	2	2	7	7	5	5	6	6
10	M.A.	2	1	1	1	3	2	3	1	2	2	3	1	5	3	7	4	2	..	5	5
11	M.Sc.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	1	..	1	..	..	..
12	M.O.L.	..	..	1	1	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
13	F.E.L.	..	..	..	..	..	..	..	..	..	..	1	..	..	..	1	..	1	..	1	1
14	First M.B., B.S.	18	15	9	6	12	3	13	5	20	15	17	9	24	14	20	13	19	8	22	15

***APPENDIX D (Part I).**

POWERS OF THE VICE-CHANCELLOR ACCORDING TO THE REGULATIONS AND THE FUNCTIONS EXERCISED BY HIM BY CONVENTION, ETC.

1. Is *ex-officio* member of every Faculty. (Regulation 4, Calendar page 68).

2. Is Chairman of any Faculty meeting if present in the meeting. (Regulation 11, Calendar page 65).

3. His decision is final when a case of difference of opinion among the members of a standing committee is referred to him. (Regulation 7, Calendar page 69.)

4. Exercises a casting vote in the Syndicate. (Regulation 11, Calendar page 70.)

5. Is to countersign the Syndicate Proceedings. (Regulation 12, Calendar page 70.)

6. Is to preside over Senate meetings. (Regulation 5, Calendar page 71.)

7. Has to approve and countersign the proceedings of the Senate meeting. (Regulation 16, Calendar page 74.)

8. In the case of difference of opinion between an examiner and a Board of Studies the decision of the latter is subject to the confirmation of the Vice-Chancellor. (Regulations 4 and 4 at pages 77 and 79, respectively)

9. Appointment, leave and removal of clerical staff holding a post carrying a maximum grade of Rs. 100 rests with the Vice-Chancellor. (Regulation 8, Calendar page 90 and Regulation 24-A, Calendar page 96).

10. Exercises power to sanction vacation arrangements for non-vacation officers. (Regulation 7, Calendar page 91).

11. Is a member of the Revising Committee and has power to cancel an examiner's appointment and to fill a vacancy in the list of examiners. (Regulations 1 and 2, Calendar pages 104-05).

12. Power to order re-examination by another examiner on the unanimous opinion of the Board regarding the standard of marking. (Regulation 14, Calendar page 107)

13. Emergency power regarding appointment of Superintendents. (Regulation 2, Calendar page 108).

14. Power to recommend exemption from further operation of the penalty of disqualification of a candidate. (Regulation 8, Calendar pages 110-111).

15. Power to grant applications for migration. (Rule 2 of Regulation 7, Calendar page 117).

16. Power to sanction admissions and migrations. (Regulation 8 at page 118 of the Calendar).

*Reference is to the pages of Calendar, 1932-33.

APPENDIX D (Part I)—CONCLUDED.**POWERS OF THE VICE-CHANCELLOR ACCORDING TO THE REGULATIONS AND THE FUNCTIONS EXERCISED BY HIM BY CONVENTION, ETC.—****CONCLUDED.**

17. Power to admit candidates to degrees in absence. (Regulation 6, page 340 of the Calendar).

18. Sanctions forms of investment, &c. (Regulation 5, page 341 of the Calendar).

19. Has to sign Cash Books. (Regulation 23, page 345 of the Calendar).

20. Selection of a State Scholar rests with the Vice-Chancellor (Rule 2, page 552 of the Calendar).

21. Emergency powers exercised regarding all Committees when not in session

22. *Fixes dates for examinations, when not fixed by the Syndicate).

23. *Disposes of invitations from other Universities, from learned Societies or Conferences of Scholars and the like. If the acceptance of an invitation means an expenditure of over Rs 200 reference must be made to the Syndicate.

24. *Can sanction items of urgent expenditure not exceeding Rs. 200.

25. *Allows advance from Provident Fund in accordance with approved rules.

26. *Has to pass the list of award or re-award of scholarships in accordance with rules.

27. Disposes of cases of candidates not admitted or wrongly admitted to an examination.

28. *Power to suspend an objectionable book pending reconsideration by the sanctioning body.

29. Ordinarily once or twice a year checks and passes confidential accounts and gives a certificate for audit purposes.

30. Makes grants to University Societies; examines their constitutions and approves or disallows them.

* Paragraph 3 of the Syndicate proceedings of the 11th November, 1927.

APPENDIX D (Part II).*FUNCTIONS AND POWERS OF THE DEAN OF UNIVERSITY INSTRUCTION**

1. Presides over the Academic Council. (Regulation 1, Calendar page 80), controls its business and signs its proceedings.
2. Has general control of the Teaching Departments in Arts, Science and Oriental Languages.
3. Issues time-tables and notices regarding University Teaching, and controls admission and withdrawal of students.
4. Circulates decisions of Boards of Control of Honours Schools and Committees of Control of post-graduate classes.
5. Grants remission of fees and fines. (*Vide* paragraphs 15 and 12 of the Syndicate proceedings, dated the 15th June 1928 and 27th February 1931, respectively).
6. Examines requests from Teaching Departments for financial grants and makes recommendations thereon to the Board of Accounts.
7. Periodically visits Teaching Departments and examines developments and difficulties with Heads of Departments and other teachers.
8. Inspects colleges, especially with regard to arrangements for Honours teaching.
9. Is an *ex-officio* member of the Revising Committee for scrutinising lists of examiners, and the Board of Accounts. (Regulations 1 and 25 at pages 104 and 845, respectively, of the Calendar.
10. Advises the Vice-Chancellor and the Registrar on academic questions.

*Reference is to the pages of Calendar, 1932-33,

APPENDIX D (Part III).*PRESENT IMPORTANT DUTIES OF THE REGISTRAR**

1. Is *ex-officio* Secretary of the Senate, the Syndicate (Regulations 5 and 6, Calendar pages 81-7), the Academic Council (Regulation 2, Calendar page 81), the Board of Accounts (Regulation 25, Calendar pages 345-46), the Hailey College of Commerce Committee (Regulation 3, Calendar page 355), the Law College Committee (Regulation 3, Calendar page 351), and of all the important Senate and Syndicate sub-committees.

2. Is responsible for financial matters which *inter alia* include the following important items :

- (a) Preparation of the Budget,
- (b) Realisation of all moneys. (Regulation 4, Calendar page 86).
- (c) Signing of all the cheques. (Regulation 4, Calendar page 86).
- (d) Responsibility for the proper administration of the Special Endowed Trust Funds, Provident Fund, and Current Account Fund of the University, including investments, &c (Regulation 20 and 21 at pages 344-45 of the Calendar)
- (e) Secretary of the Board of Accounts. (Regulation 25 at pages 345-46 of the Calendar).

3. In charge of election of Fellows by the Faculties (Regulation 7, Calendar page 61) and by the Registered Graduates. (Regulations 3 to 14, Calendar pages 55 to 61), as well as of election of a representative of the University Constituency on the Provincial Legislative Council.

4. Conduct of Convocation.

5. In charge of University property. (Regulation 5, Calendar pages 86-7).

6. Maintenance of the Register of Students. (Regulation 1, Calendar page 111).

7. Cases of late admission to, and migration from colleges and of condoning deficiency in lectures.

8. Arrangements regarding University lectures, extension lectures, Declamation Contests, &c

9. Most of the cases from various departments—teaching and administrative—are put up to the Vice-Chancellor by him.

10. In charge of the Records of the University. (Regulation 5, Calendar pages 86-7).

11. Publication of the Calendar annually.

12. Editor of the *Punjab University Gazette*.

*Reference is to the pages of Calendar, 1932-33.

APPENDIX D (Part III)—CONCLUDED.*PRESENT IMPORTANT DUTIES OF THE RECTOR—CONCLUDED.**

13. In charge of University Publications, except those published from the Oriental Publications Fund.

14. Drafting of Regulations.

15. Secretarial work, including correspondence with the Government (Regulation 4, Calendar page 83).

16. Writing of the Annual Report.

17. To secure punctual execution of various functions, for instance, the prescribing of course of reading, appointment of examiners, action on the decision of various University bodies, &c., &c.

18. In addition to the above, he is at present the chief executive officer of the University. (Regulation 4, Calendar page 86).

*Reference is to the pages of Calendar, 1932-33.

APPENDIX E (Part I).

STATEMENT OF INCOME AND EXPENDITURE OF THE PANJAB UNIVERSITY FROM THE YEAR 1920-21 TO 1931-32

	1920-21	1921-22	1922-23	1923-24	1924-25	1925-26	1926-27	1927-28	1928-29	1929-30	1930-31	1931-32
INCOME	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1 Fees of examinations	3,14,783	3,64,914	3,78,056	5,00,799	5,87,101	6,38,970	6,37,419	6,32,742	6,51,586	7,13,457	7,42,969	7,75,699
2 Registration fees	13,762	16,944	16,825	29,751	32,472	31,018	37,315	38,830	39,262	44,792	44,106	50,187
3 Other fees	9,429	11,977	11,189	12,509	16,724	19,329	28,301	34,264	32,639	28,230	25,965	27,843
4 Library	812	989	460	740	822	590	360	769	1,497	2,107	1,434	1,561
5 Publications	16,718	16,855	10,592	26,973	26,382	13,070	29,787	27,176	26,833	36,213	46,723	61,881
6 Miscellaneous	9,909	7,373	3,284	10,167	14,726	8,248	10,112	9,814	16,229	14,920	16,334	13,354
7 Interest	24,746	24,798	20,447	18,720	22,793	25,082	24,133	26,142	31,245	33,161	25,528	24,178
8 Contributions	87,650	1,02,100	1,64,332	1,45,482	1,75,400	2,06,403	2,37,910	2,56,800	8,31,702	2,48,204	3,90,779	2,64,290
9 Law College	70,577	71,217	82,929	87,773	1,00,613	1,05,590	1,04,735	98,772	92,237	1,02,059	91,243	1,13,743
10 Oriental College	29,910	33,157	567	513	1,935	1,706	1,312	1,650	1,986	2,328	2,544	294
11 Commerce College												
12 Special subscriptions and donations	314	514	514	736	414	414	414	4,912	16,022	17,692	16,497	17,613
Total	5,75,611	6,52,788	6,39,194	8,24,182	9,77,932	11,39,922	11,12,098	11,89,375	12,41,532	13,45,070	13,56,101	13,63,190

APPENDIX E (Part I)—CONCLUDED.

STATEMENT OF INCOME AND EXPENDITURE OF THE PANJAB UNIVERSITY FROM THE YEAR 1920-21 TO 1931-32—CONCLD.

	1920-21	1921-22	1922-23	1923-24	1924-25	1925-26	1926-27	1927-28	1928-29	1929-30	1930-31	1931-32
EXPENDITURE.												
1 General Administration	81,109	82,228	80,189	83,573	76,015	73,742	83,739	89,071	97,604	1,07,856	1,20,244	1,23,536
2 Remuneration to examiners	1,29,695	1,35,998	1,50,210	1,65,735	1,82,641	1,99,124	2,16,592	2,30,404	2,28,660	2,38,321	2,49,062	2,73,479
3 Printing Question Papers	11,671	17,128	23,595	21,802	22,678	28,281	28,935	31,496	30,682	36,872	33,300	39,940
4 Conducting of examinations	77,258	81,762	84,925	1,01,719	1,00,767	1,19,471	1,24,721	1,31,453	1,42,752	1,50,529	1,69,685	2,29,089
5 Oriental College	43,811	53,390	56,274	59,362	71,398	70,969	74,892	74,157	85,649	91,345	95,933	98,350
6 Law College	45,407	58,520	62,871	71,642	75,245	85,564	75,745	78,768	75,488	82,939	89,783	82,447
7 Commerce College								32,817	33,010	38,493	64,290	64,414
8 University teaching	40,841	72,603	72,769	75,254	1,06,560	1,80,684	2,33,112	1,98,679	2,03,921	2,01,872	2,25,506	2,27,885
9 Improvement of Education	63,335	61,233	55,163	42,628	41,439	42,275	59,541	57,230	66,653	73,599	82,219	54,680
10 Physical Training							573	3,754	7,954	9,158	9,307	12,459
11 Library	23,610	40,346	38,403	37,198	40,241	53,784	59,943	59,993	55,946	46,244	47,865	74,734
12 Appointments Board and Foreign Information Bureau	3,691	4,545	4,448	4,193	3,955	4,966	5,737	5,059	6,693	7,519	7,459	5,699
13 Publications	10,648	12,978	18,516	11,713	8,564	7,257	13,489	10,250	17,599	19,053	21,710	21,707
14 Gardens and Tournament Grounds	5,101	5,245	12,358	5,134	5,185	5,121	5,624	6,066	14,742	5,136	7,335	5,349
15. Oriental Publications Fund	5,000	5,000	5,000	5,000	5,000	20,000	5,000			1,000	5,000	
16 Miscellaneous	10,345	15,828	28,211	32,225	34,768	15,304	1,87,935	40,041	30,144	35,965	44,953	42,768
17 Transferred to the Building Budget					1,63,504	1,55,070	11,400	84,000	90,000	1,98,823	1,31,090	
Total	5,30,432	6,32,766	6,93,322	7,17,828	9,39,470	10,49,522	11,98,511	11,24,619	12,07,469	13,74,780	14,67,573	12,27,472
Surplus or Deficit	+ 23,179	+ 19,023	- 4,138	+ 1,16,354	+ 38,462	+ 89,500	- 86,413	- 5,756	+ 34,963	- 28,710	- 31,772	+ 85,658

APPENDIX E (Part II).

STATEMENT OF THE BALANCES OF THE UNIVERSITY FROM 1921-22
TO 1931-32.

Year	Cash in hand.	Temporary investment	Permanent investment.	Total.
	Rs. A. P.	Rs.	Rs. A. P.	Rs. A. P.
April 1921 ..	1,16,358 13 1	70,000	5,34,000 0 0	7,20,658 13 1
April 1922 .	1,00,820 12 1	1,70,000	5,34,000 0 0	8,14,426 12 1
April 1923 ..	2,04,580 4 2	1,00,000	4,10,000 0 0 } —1,15,000 0 0 (a)	7,24,180 4 2
April 1924	1,28,444 0 5	2,25,000	4,10,000 0 0 } (b)	7,08,044 0 5
April 1925	1,10,671 5 0	3,70,000	4,18,083 15 0 } —016 1 0	8,00,255 4 9
April 1926	1,14,540 12 0	4,55,000	4,18,083 15 0 } (c)	9,88,230 11 0
April 1927 .	57,913 2 0	2,00,000	5,02,183 15 0 } +1,43,500 0 0 (d)	8,20,097 1 0
April 1928	1,75,427 11 3	1,02,200	5,12,183 15 0 } —50,000 0 0 (e)	8,79,811 10 3
April 1929	1,85,565 2 0	2,17,200	5,12,183 15 0	9,14,949 1 0
April 1930	2,82,307 15 4	1,50,000	5,12,183 15 0 } (f)	8,94,491 14 4
April 1931	1,77,098 5 4	1,50,000	5,08,808 0 0 } —3 285 15 0 (g)	8,35,004 5 4
April 1932 ..	1,06,375 11 7	1,75,000	4,05,980 0 0 } —12,918 0 0 (h)	8,67,355 11 7

(a) Securities to the value of Rs. 1,15,000 were cashed during May and June 1923.

(b) 5½ Exchequer Bonds for Rs. 49,500 were re-invested in 5 per cent British War Stock—face value £ 3,235 10s. 6d., shown in the cash book as Rs. 15 per £.

(c) New Bonds (6½ per cent of 1933) purchased for Rs. 1,43,500.

(d) 6½ per cent Bond of 1933 for Rs. 50,000 was treated as a temporary investment and it was actually cashed in August 1928.

(e) British War Stock 1920—47 for £3 28s 10s. 6d., was originally shown and the statement of balances at Rs. 15 per £. Later on it was shown at its market value in rupees. On some objections being raised by the University and/or the same was shown at Rs. 10 per £ as advised in the certificate received from the Imperial Bank of India.

APPENDIX F.

NOTE BY A. YUSAF ALI, Esq., ON THE PUNJAB VERNACULAR.

1. The adoption of the Vernacular as the medium of instruction throughout the course leading to the Leaving Examination is rightly considered in the Report to be an important feature of the new reconstruction of education, as it will make the progress of the pupil more rapid than now. But the thorny question whether one vernacular or several vernaculars should be used must be discussed in a common-sense spirit without resort to sentiment or prejudice or communal predilection. The need of flexibility and the danger of a division into linguistic watertight compartments in the Punjab have been rightly stressed in the Report (Chapter XI, paragraph 10). As the Report rightly points out (*ibid* paragraph 11) "the employment of an insufficiently developed medium (of instruction) may have results even more unfortunate, than the employment of a foreign medium." The Report is naturally reticent about methods which may raise a storm of controversy, but I think that the Punjab must face the question in a realistic spirit if it is to be united by at least a common linguistic bond.

2 At first sight it seems tempting to consider that Punjabi is the language of the Punjab and should be adopted as the medium of instruction. But Punjabi in this sense is a mere geographical expression. It is broken up into a number of dialects which are mutually unintelligible to their speakers. I may here refer to the proceedings of the Punjab Legislative Council of the 29th November 1929. The Hon'ble Captain (now Sir) Sikander Hayat Khan then said :—"If the honourable member from Attock began to speak in the dialect spoken in his part of the district no honourable member and no Punjabi reporter will be able to follow it or even to understand its gist." The position seems to be that in the Punjab Council any member can speak in English or Urdu freely, but it is only with the permission of the President that he can address the Council in any other vernacular.

3 Sir George Grierson in his Linguistic Survey of India (Volume I, Part I, pages 110—138) discusses this question from the point of view of a purely scientific linguist. He points out that the dialects spoken in the Western Punjab do not even belong to the same group of Indo-Aryan languages as the dialects spoken further east. The former, which he calls Lahnda, belong to the Outer Group of Indian languages and are allied to Sindhi. They are spoken by 7 millions of people. The latter belong to the Inner Group of Indian languages and are spoken by 12 millions. Between Sirhind and Jhelum Punjabi contains many forms increasing as we go westward. Hindustani, according to him, is now superseding Punjabi. Lahnda differs widely from the better known Punjabi in vocabulary, and the majority of those who speak it are Muslims. The standard dialect of Punjabi (page 169) varies, slightly from place to place, the form spoken round Amritsar being considered the purest. Most of the Granth Sahib is in 'old Hindi' (page 179).

APPENDIX F—CONCLUDED.

NOTE BY A. YUSAF ALI, Esq., ON THE PUNJAB VERNACULAR—CONCLD.

4. As stated above the Punjab Legislative Council recognises Urdu as the standard vernacular of the Punjab, in which any member can address the Council without the need of any special permission instead of using English. For any other vernacular he has to ask the permission of the President. The Court language in the Panjab is also Urdu. The Education Department, although it rightly allows latitude for all forms of dialect, practically recognises Urdu as the standard vernacular of the Punjab. In the Matriculation Examination, where choice is given to candidates to answer certain papers in Urdu, Hindi, or Punjabi, the vast majority of candidates prefer Urdu. The figures for 1932 as given in the Report (Chapter IV, paragraph 10) are—

Urdu	..	..	.	..	17,595
Hindi	.	.	..	.	737
Punjabi	..	.	..	..	118

Punjabi here does not even come near Hindi which is a cultivated vernacular of local application in the Punjab. Most of the influential vernacular papers in the Punjab are also printed in Urdu, irrespective of the community to which they belong. I would agree and indeed I desire that a simplified form of Urdu, which is sometimes called Hindustani, may be used and may become a bond of union not only for all the Punjab but for India as a whole. I also respect the natural love which different sections of the people have for their own dialect. But I should like to make an earnest appeal both in the interests of education and with a view to the unification of public life that this question be considered from the widest possible point of view. The ultimate decision must of course rest with the Punjabis themselves.

APPENDIX G.

NOTE BY A. YUSAF ALI, Esq., ON THE ORIENTAL COLLEGE, LAHORE.

In the preamble to the Original Act of Incorporation of the Punjab University (Act XIX of 1882) both the vernaculars and the Oriental Classics are specially referred to. The last three clauses of the first paragraph of the Preamble speak of—

- (a) "Improving and extending vernacular literature generally.
- (b) Affording encouragement to the enlightened study of the Eastern classical languages and literature.
- (c) And associating the learned and influential classes of the Province with the officers of Government in the promotion and supervision of popular education."

This enactment is still in force, and a statutory duty is laid on the University to attend to these matters. The position has considerably altered since 1882, but the fact that oriental learning occupies a special position in the Punjab University renders it necessary to examine the question from a different angle from that which the position of other Indian Universities may suggest. The Oriental College in this University is also a unique institution, and the question of its improvement has come up for consideration from time to time.

I may in particular refer to a note on the subject drawn up by the Hon'ble Mr. Justice F. A. Robertson, I.C.S., Vice-Chancellor in 1909-10. The defects then noted in regard to accommodation both for College buildings and for the hostel, have been on the whole removed, but the improvement in the system of instruction has not kept pace with other reforms. "The developments of modern life" said Mr. Robertson, "have tended to draw away much of the best material once found in these classes, and the ordinary Pandit and Maulvi teaching the modern student are handicapped by their lack of general education, with the result that very few students have a thorough grounding in a classical language. At that time the post of the Principal was combined with that of the Registrar. One object of the reorganisation was the appointment of a whole-time Principal. This, however, was never accomplished. The Principal has after his relief from the duties of a Registrar combined with his post the increasingly onerous duties of Dean of University Instruction, and, within the last four years, also those of the Vice-Chancellor. I think that a combination of these three most important duties, though it has greatly benefited the University, on account of the long personal experience of Mr. A. C. Woolner, has not conduced to the undivided interest of the Principal in the Oriental College. In such circumstances, in the words of the Syndicate in 1904, it "is impossible for the Oriental College to take its proper place as a school of advanced Oriental studies." Professors with European qualifications have been appointed in Arabic, Persian and Sanskrit, and Lecturers in Hindi, Urdu and Punjabi, and they have done and are

APPENDIX G—CONTINUED.

NOTE BY A. YUSAF ALI, Esq., ON THE ORIENTAL COLLEGE, LAHORE—
(CONTINUED).

doing valuable research work. But the system of instruction and the status of the Oriental Title-holders are not viewed by the public with satisfaction.

Considerable dissatisfaction was voiced in these matters in the Council Debate which led to the appointment of this Committee, as well as in the Press and on the Platform in the discussions relating to the University. One view to which the Committee inclines, but which I cannot accept, is that Oriental learning is no longer in demand; that traditional methods of Oriental learning are inconsistent with modern standards; and that Oriental classics can be taught better through the ordinary Arts graduate courses than through the special Oriental College. I do not believe that this view correctly represents the attitude of competent Punjab opinion. On the contrary I believe that the demand is for efficient reform in the teaching of Oriental languages, and for a better status for Oriental Title-holders.

It is true that the examinations for the Oriental degrees, B.O.L. M.O.L. and D.O.L., are not much taken, there having been only one candidate who passed the examination for each of the first two in 1932. But the degree of M.O.L. is often taken by combining the M.A. qualification in an Oriental Classical Language with the highest Title in that language. These Oriental degrees do not open the same avenues to general employment as the ordinary Arts Degrees and they have not been much encouraged by the University. On the other hand there is still a considerable demand for the Oriental Titles, as is shown by the following table:—

<i>Name of examination.</i>	<i>Number of students who passed in 1932.</i>
Maulvi Fazl (Arabic) ..	28
Munshi Fazl (Persian) ..	155
Shastri (Sanskrit) ..	58
Gyan (Punjabi—Gurmukhi)	85 not strictly called an Oriental Title.
English only, after Oriental Titles, in order to pass the B.A. examination	358

Some of the Oriental Title-holders obtain employment as teachers or clerks and then pass in English only in the Matriculation, Intermediate, and B.A. in order to get the degree of B.A. with possibly an M.A. to follow, leading up to higher employment.

On a fair examination of the relative merits of the man who has taken an Oriental Title with the man who has taken an Arts M.A. in an Oriental classical language, it must be conceded that the former

APPENDIX G—CONTINUED.

NOTE BY A. YUSAF ALI, Esq., ON THE ORIENTAL COLLEGE, LAHORE—
CONTINUED.

has as a rule an incomparably sounder knowledge of the oriental language, but that he is inferior in general knowledge. The background of the man who takes an Oriental Title is different. He has devoted a number of years at home or in some old-fashioned seminary or with an old-fashioned teacher to the study of his classical language before he comes to the Oriental College. As taught at present in the Oriental College, he travels little beyond the old departments of oriental learning, but he devotes something like 2½ periods a week to his language. The Arts man studying for the B.A. may or may not have had any sound grounding in his classical language at school. At best he could only have had four years' acquaintance with the subject at school along with many other subjects. In his four years at college the time he can devote to his classical language is very small, and his critical faculties are rarely developed as they should be, but his general acquaintance with other subjects and his knowledge of English place him in a better position to market his wares. It is possible to improve the teaching for the Oriental Titles candidate in such a way as to give him these advantages in addition to the advantage he already enjoys of a deeper knowledge of the language and literature.

Many of the men who have taken Oriental Titles in addition to Arts degrees have distinguished themselves in the teaching profession or in other walks of life where specialised oriental learning is required. Some of them have taken good Oriental Doctorates in Europe. Others have come out successful in Finance or Accounts or I.C.S. competitions, and in one case an Oriental Title-holder, passing in English only, stood first in English in the pass B.A. examination of the whole University. These men are not, therefore, necessarily of an inferior mental calibre to the men who pass through Arts courses to the M.A. The number of such Arts men is too small to supply a large part of the demand for School Teachers in Classical languages (only 3 or 4 in Arabic each year, 6 or 8 in Sanskrit and 10 in Persian) and unless they also qualify for Oriental Titles they are often insufficiently grounded in their language to make really satisfactory teachers.

The members of the staff of the Oriental College are engaged in research work, and also guide the work of research students. The Punjab University Oriental Publications as well as the Oriental College Magazine contribute materially to the advancement of Oriental learning. The College has also rendered valuable services in collecting and reporting on manuscripts and the acquisition of rotograph copies of rare manuscripts. Recently it has introduced the system of "associated institutions," under which private institutions of oriental learning (maktabas and pathshalas) are, under suitable conditions, brought into association with the College. With the reorganisation of the College

APPENDIX G—CONTINUED.

NOTE BY A. YUSAF ALI, Esq., ON THE ORIENTAL COLLEGE, LAHORE—
CONTINUED

itself and a reform in its teaching, I can foresee promising results from such association, as it will tend to raise the standard of Oriental learning in the Province and achieve one object of the founders of the University, *viz.* "associating the learned and influential classes of the Province in the promotion and supervision of popular education."

The question of the reorganisation and reform of the teaching given in the Oriental College can be dealt with adequately only by experts, but I shall mention certain suggestions which are worth careful consideration.

APPENDIX G—CONTINUED.

NOTE BY A YUSAF ALI, Esq., ON THE ORIENTAL COLLEGE, LAHORE—
CONTINUED.

set, especially in the Honours examination. Attention should be directed to numismatics and epigraphy. Social and intellectual movements should be studied.

Some of these suggestions may be more feasible for Arabic and Persian studies that are relatively modern, than they are for Sanskrit. However that may be, the possibilities should be explored for each language independently. The various courses should not be designed mechanically on a common basis. At the same time it is an advantage that representatives of two great streams of culture, should be working, teaching and studying in the same institution, and it may be possible to bring about greater contact and understanding between them. I would also stress the value of a knowledge of the English language to students of Oriental classics as the key to a great deal that has been written on these subjects. Encouragement may be given to the study of English, and for a few students, of other European languages also, without demanding a detailed study of unsuitable texts. A young Pandit or Maulvi can gain much valuable knowledge and widen his horizon with a working knowledge of English, but gain little by attempting to comprehend "The Rape of the Lock."

Probably the changes suggested can only be gradual owing to the conditions prevailing in the institutions where these courses are taught. If, however, Oriental Title-holders can be brought gradually into touch with modern methods without losing their ancient learning, they will be placed intellectually and socially on a par with graduates in Arts. The Oriental Title could then be regarded as equivalent to a degree in the Oriental Faculty replacing the title of Bachelor of Oriental Learning. The Oriental Title-holders will then have all the privileges of Graduates, including the Graduates' vote. On the assumption that some real reform is possible along these lines I suggest that the work of the Oriental College should combine three main functions :—

- (a) The institution should form a focus of the University departments of Oriental classical languages and of Vernacular languages. Professors and other teachers of these languages should congregate here as in an Institute of Oriental learning, whether they happen to be maintained by the University or by a College, and any unnecessary overlapping in their teaching should be avoided.
- (b) The College should continue to maintain Titles classes, which are not adequately provided for elsewhere, but should not keep classes for which there is little demand. Perhaps only the Honours classes should be undertaken. The teachers of these classes can also share in the more

APPENDIX G — CONTINUED.

NOTE BY A. YUSAF ALI, Esq., ON THE ORIENTAL COLLEGE, LAHORE—
CONTINUED.

advanced teaching on the Arts side and the University Professors undertake a part of the teaching in the Oriental Faculty.

- (c) If the Central Training College is not able to revive the class for training teachers of Oriental languages, the Oriental College might attempt something in this direction and initiate further study of the methods of teaching a classical language as applied to Indian conditions. It is only by insisting on a fundamental reform in methods of teaching (with corresponding methods of examination) that there seems to be any hope of attaining proper standards in the Intermediate and B.A. Examinations. Scholarships candidates in England of 17 or 18 years can write two classical languages in verse and prose much more correctly than a Punjab B.A. (with very few exceptions) can write simple prose in either Sanskrit or Arabic. This difference is due largely to the better methods employed in Europe, including graduated exercises in writing the language and in reading unseen passages and the prohibition of "cribs." It is also due to the fact that in Indian High Schools and Arts Colleges English claims the paramount attention of every student. While I am not disposed in any way to minimise the importance of English in India, I suggest that a better teaching of Oriental classics would be of real educational value to the Punjab student.

From time to time young men are enabled by Government or University scholarships to make a study in Europe of modern methods of research and textual criticism. It might prove even more valuable if some of these devoted themselves to the study of teaching methods in the West as applied to classical languages in schools preparing students for a University.

In making provision for English teaching for these Oriental Faculty students we should not expect them to do ordinary Arts courses in English literature but a course in practical English designed for their needs. The students enrolled in the Oriental College are badly off for playgrounds. I am glad to observe that the work of a part-time Physical Director has been appreciated by the students, but greater facilities are required. For groups of such highly specialised students, games provide almost the only opportunity for any common life.

In making these suggestions it has been assumed that the Oriental Titles courses can be modernised to a considerable extent. It may be that conservative views will prevail according to which the ancient or

APPENDIX G—CONCLUDED.

NOTE BY A. YUSAF ALI, Esq., ON THE ORIENTAL COLLEGE, LAHORE -
CONCLUDED.

mediæval outlook must be preserved unalloyed with modern ideas. It has frequently been asserted that "a modernised pandit is a pandit spoiled" and advocates of change have met with a dead wall of opposition. Moreover there are other series of examinations for Sanskrit Titles in India as at Benares and Calcutta, which do not connote any modern elements. For Arabi and Persian there seems to be less justification for this attitude, and many institutions would favour a change, but so far the Oriental Faculty has not welcomed any proposals for reform. And reform is urgently called for.

The Title-holders are at present allowed by the University to qualify in English only, at the successive Arts Examinations, and when they so qualify to the B.A. standard, they are permitted to take the B.A. degree. It would be a retrograde step to abolish this privilege, especially if the standard of the Titles Examinations is improved. It enables many poor men to qualify as external students. Having studied the Oriental Classical languages for many years in their own homes or in Oriental seminaries, and not having the wherewithal to enter Arts Colleges, they get some employmen and privately study English, thus bringing them into line with modern methods. If the Titles Examination (as reformed) is a sufficient test of a liberal education, as it should be, their passing in English should put them on a par with other graduates.

APPENDIX H.

SYLLABUS OF DOMESTIC SCIENCE LAID DOWN AT THE BENARES
HINDU UNIVERSITY FOR B.A. AND B.Sc. EXAMINATIONS.*Domestic Science.*

There will be three papers, each of three hours' duration, the first on Municipal and General Hygiene, the second on the elements of Bacteriology and the third on the elements of Child-Psychology.

(i) Hygiene.

Municipal and General Hygiene—(1) Water supplies, including the sources of such supplies; the detection of pollution, and purification and storage; (2) Sanitary appliances; (3) Sewage disposal of refuse in town and country; Conservancy systems; (4) Housing; (5) Parasites; (6) Disinfection.

Maternity and Infant Welfare Work—(1) Infant Mortality and its chief causes; Rise of the Movement, the Notification of Births; Health Visitors; their qualifications, duties, etc., Schemes of Infant Welfare work in towns and rural areas; (2) Infant Hygiene—Breast-feeding; Human milk and Cows' milk, their composition; milk supply and milk standards; Raw pasteurised, boiled and dried milk; Methods of artificial feeding; Clothing, exercises, &c.; (3) Disorders of Nutrition and minor Ailments—Rickets, Scurvy; Malnutrition; Summer diarrhoea, &c.; (4) Development—The Development of the child up to adolescence; (5) Ante-natal Hygiene—Its importance and the general lines of work.

The medical inspection of children.—The more important diseases common to school age; Hygiene habits.

Infectious diseases, with special reference to conditions in India.

Personal Hygiene.—Hygienic life and habits; the care of the teeth, cleanliness, clothing, &c.

Domestic Hygiene.—Filters; Storage of food; Cooking arrangements; Planning of house; Furniture, &c.

(ii) Bacteriology.

The general morphology, structure, biology, and classification of the bacteria, Yeasts and moulds, their examination, isolation and cultivation. Apparatus, incubators, sterilisers petri dishes, &c. Preparation and sterilisation of culture media. Fermentation and the alcoholic, acetic, lactic, and butyric fermentations. Bacteria in water and the population, purification of water. Filtration of water and water filters. The bacteriology of sewage. Disinfection and the standardisation of disinfectants. Bacteria in milk and other foods. Micro-

APPENDIX H—CONCLUDED.

SYALLA! US OF DOMESTIC SCIENCE LAID DOWN AT THE BENARES
HINDU UNIVERSITY FOR B.A. AND B.Sc. EXAMINATIONS—CONCLUDED.

organisms in the atmosphere. The causation of infective diseases. The disease—germs of tuberculosis, diphtheria and pneumonia, malaria, kala azar, typhoid, dysentery, cholera, plague, &c.

(iii) *Child Psychology*

1. Scope and methods of Child Psychology. Analytic, Genetic and Experimental Methods of the treatment of the subject.

2. Physiological basis of mind, the nervous system and the sense-organs—their structure and functions.

3. General sketch of the development of the Child-mind :—

(a) Cognition; Sensation, Perception, Memory, Imagination, Association, Thinking.

(b) Affection, Sensuous feeling and emotion, their influence on conation.

(c) Conation Reflexes and Instincts—Habits, beginnings of volitional activity—child obstinacy.

4. Subnormal and Supernormal children—their psychological characteristics and the means of dealing with them.

Books recommended for study :—

(1) Dumville; child mind.

(2) K. Koffka: The Growth of the Mind; An Introduction to Child Psychology.

(3) Hollingworth; The Psychology of Subnormal Children.

(4) M. V. Shea: The Child: His Nature and His Needs. (Children's Foundation, America).

N B—Students will also be required to show some knowledge of general Psychology for which Miss Calkin's "Introduction to Psychology" is recommended.

APPENDIX J.

LIST OF PERSONS AND BODIES WHO SUBMITTED MEMORANDA

ABDUL AZIZ, Mian, Bar.-at-Law, President, Municipal Committee, Lahore.

ABDUL QADIR, Syed, M A. (Khawaja Dil Muhammad and Dr Haque) Islamia College, Lahore.

AGGARWAL, Mr. H. R, Lecturer, Government Intermediate College, Lyallpur.

AHMAD SHUJAA, Hakim, B A., Assistant Secretary, Punjab Legislative Council.

AHMAD YAR Daultana, Khan Bahadur Mian, M.L.C.

AKBAR ALI, Pir, B.A., LL.B., M L.C., Advocate, Ferozepore.

AZIZ AHMAD, M, M.B., B.S, Baghbanpura, Lahore.

Associations—

Ahmadiya* Community.

All-India Women's Conference.

~~General Punjabi Sabha, Amritsar.~~

Head Masters' Association, Lahore.

Head Masters' Association, Jullundhar.

Indian Chamber of Commerce.

Islamic Research Institute.

Muslim Youth League, Lahore.

Mussalmans of the Punjab (Joint Memoranda).

North-West India Football Association, Lahore.

Punjab Teachers' Association, Lahore

Punjab University Sudhar Committee.

Punjab University Union and Club, Lahore.

Punjab Non-Government Schools' Federation, Lahore.

Punjab National Unionist Party.

Sikh Rights Protection Society.

Young Women's Christian Association.

BALL, Mr. U. N., Dyal Singh College, Lahore.

BALDEV SINGH, Sardar, B A, Head Punjabi Teacher, Oriental College, Lahore.

BALI, Mr. A. N., D A-V. College, Lahore.

BARKAT ALI, Malik, M.A., LL.B., Advocate, Lahore.

BARKAT RAM, Khosla, Mr., P.E.S., Principal, Government Intermediate College, Pasrur.

APPENDIX J—CONTINUED.

LIST OF PERSONS AND BODIES WHO SUBMITTED MEMORANDA—
CONTINUED.

- BARRY, Mr. C. H., M.A., Inspector of Schools, Rawalpindi Division.
- BISHEN SINGH, Bhai, M.L.C., Honorary Secretary, Khalsa College, Lyallpur.
- BRAYNE, Mr. F. L., M.C., I.C.S., Commissioner, Multan.
- BRIJ LAL, Shastri, Mr., Lecturer, Government Intermediate College, Jhang.
- BRIJ NARAIN, Mr., Sanatana Dharama College, Lahore.
- CARTER SPEERS, Mr. P., Forman Christian College, Lahore.
- CHATTERJI, Mr., G. C., I.F.S., Government College, Lahore.
- CHETAN ANAND, Mr., M.A., LL.B., Principal, Government Intermediate College, Lyallpur.
- DARUWALA, Mr. N. C., M.A., Lecturer, Government College, Lahore.
- DEVI DYAL, Lala, D. A.-V. College, Lahore.
- DHANPAT RAI, Lala, Honorary Principal, R. K. High School, Jagraon.
- DICKINSON, Mr. E. C., M.A. (Oxon.), Government College, Lahore.
- DIN MOHAMMAD, Khan Bahadur Shaikh, M.A., LL.B. Advocate.
- DUNNICLIFF, Dr. H. B., M.A., B.Sc., F.I.C., I.E.S., University Professor of Chemistry, Government College, Lahore.
- DURGA DAS, Rai Bahadur, B.A., LL.B., Advocate, Lahore.
- DUTT, Mr. K. N., B.A., Hons. (Cantab.), Forman Christian College, Lahore.
- FAZAL AHMAD Awan, M., M.A., Lecturer, Government College, Lahore.
- FIROZE-UD-DIN, Khadija Begum, Miss, M.A., M.O.L., Munshi Fazl (Pb.), P.E.S., Principal of the Stratford Intermediate College for Women, Amritsar.
- GARRETT, Mr. H. L. O., M.A., I.E.S., Principal, Government College, Lahore.
- GHULAM MURSHID, Maulvi, Lahore (and Maulana Ahmad Ali).
- GHULAM WARIS, Pir, M.Sc., Lecturer, deMontmorency College, Shahpur Sadr.
- GULSHAN RAI, Lala, Sanatana Dharama College, Lahore.
- GURBACHAN SINGH, Sardar, Head Master, G. N. Khalsa High School, Sharnagar.

APPENDIX J—CONTINUED.

LIST OF PERSONS AND BODIES WHO SUBMITTED MEMORANDA—
CONTINUED.

- HAMID KHAN GHORE, Dr. (and B. Ahmad, Dr.)
 HARPER, Rev. A. E., M.A., Moga (and Mrs. Harper).
 HOGG, Mr. H W., O.B.E., Adviser in Physical Education to the Punjab Education Department
 Heads of University Departments—
 Chemistry .. (Dr S. S. Bhatnagar, D.Sc., Director, University Chemical Laboratories).
 History .. (Professor J. F. Bruce, M.A.)
 Economics .. (Dr L. C. Jain, M.A., Ph.D. University Reader).
 Sanskrit .. (Dr. Lakhshman Sarup, M.A., Ph.D., Professor).
 Persian (Dr Muhammad Iqbal. M.A., Ph.D., Professor)
 Arabic . (M. Muhammad Shafi, M.A., Professor).
 Mathematics . (Mr. C. V. H. Rao, M.A., Professor).
 Botany .. (Rai Bahadur Mr. S. R. Kashyap, M.A., I.E.S., Professor).
 Zoology .. (Dr. G. Maithai, M.A., Sc.D., F.Z.S., F.L.S., F.R.S.F., I.E.S., Professor).
 JAGAN NATH, Mr., Lecturer in Sanskrit, Oriental College, Lahore.
 JAMIL-UR-RAHMAN Qidwai, M.A., Lahore.
 JANG BAHADUR, Mr., Assistant Editor, the *Tribune*, Lahore.
 KAPUR, Mr. I. M., Hailey College of Commerce.
 KARAMAT, Mr. U., M.A. (Cantab.), Islamia College, Lahore.
 KUMAR, Mr. R. K., Principal, D. M. College, Moga.
 Khalsa College Managing Committee, Amritsar.
 LALL, Mr. Henry, Director of Physical Training, Punjab University.
 LUCAS, Rev. Dr. E. D., M.A., Forman Christian College, Lahore.
 MADAN GOPAL, SINGH, Mr., M.A. (Oxon.), Government College, Lahore.
 MADAN, Mr. K. E., Medical College, Lahore.
 MALLICK, Mr., M. S. K., Bar-at-Law, Lahore.
 Manager, Ganda Singh High School, Sialkot.
 Manager, S. D. High School, Lyallpur.
 McNair, Miss I. T., M.A., Principal, Kinnaird College, Lahore.
 MILNE, Mr. D., Formerly Director of Agriculture, Punjab.

APPENDIX J—CONTINUED.

LIST OF PERSONS AND BODIES WHO SUBMITTED MEMORANDA CONTINUED.

- MUHAMMAD AKHAR, M., Head Master, Muslim High School, Lyallpur.
- MUHAMMAD ALI, M., M.A., Ahmadia Buildings, Lahore.
- MOHAN LAL, Sethi, Mr., Lecturer, Government Intermediate College, Hoshiarpur.
- MOHAN SINGH, Bhai, Principal, Khalsa College, Lyallpur.
- MOHAN SINGH, Dr., M.A., Ph.D., Lecturer in Punjabi, Oriental College, Lahore.
- MUMTAZ MUHAMMAD TIWANA, Captain, Jahanabad, Shahpur.
- MUNIR-UD-DIN, M., M.Sc., Islamia College, Lahore.
- MUSHTAQ AHMAD GURMANI, Khan Bahadur Mian, M.L.C., Muzaffargarh.
- Muslim Fellows of the Punjab University.
- NARINDRA NATH, Diwan Bahadur Raja, M.A., M.L.C., and 25 other Fellows of the Punjab University.
- NICOLSON, Rev. Angus, Manager, Mission High School, Daska.
- Oriental Teachers of the Gujrat District (Punjab).
- PARKINSON, Mr., J.E., M.A., LL.B., Principal, Central Training College, Lahore.
- PAUL, Mr. B. D., Nehru Road, Rawalpindi.
- PEACEY, Rev. J. R., M.A., Head Master, Bishop Cotton School, Simla.
- PORTER, Rev. E. L., Principal, Gordon College, Rawalpindi.
- PRINCIPAL, Hailey College of Commerce, Lahore.
- Principal, Lady Hardinge Medical College for Women, Delhi.
- Principal, Law College, Lahore.
- Principal, Alexandra Gals High School, Amritsar.
- Publishers (Messrs. Longmans Green and Co., Messrs. Macmillan and Co. and Oxford University Press).
- PURI, Mr. B. D., Thomson Engineering College, Roorkee (U.P.)
- PURI, Mr. L. R., Lecturer, Ludhiana Government College, Ludhiana.
- QURESHI, Dr. B. A., M.A., Ph.D., Principal, Islamia College, Lahore (jointly with Messrs. M. D. Tass and Abdul Wahid, Islamia College, Lahore).
- QURESHI, Mr. M.F., M.Sc., Islamia College, Lahore.
- RAHIM BAKSHI, Mr., M.A., LL.B., Law College, Lahore.
- RAJA RAM SIKHRI, Mr., M.A. (Jointly with Lala Lakhshman Chandra, M.A.)

APPENDIX J—CONCLUDED.

LIST OF PERSONS AND BODIES WHO SUBMITTED MEMORANDA—
CONCLUDED.

- RAJKUMARI AMRIT KAUR, Jullundur.
- RAM LAL, Lala, Head Master, Arya High School, Ludhiana.
- RAM RATTAN, Bakhshi, B A., Principal, D A. V. College, Lahore.
- RUCHI RAM SALHI, M.A., Lahore.
- RYBURN, Mr. W. M., Principal, Christian High School, Kharar (Ambala).
- SAADAT ALI KHAN, Mr., M.A., Lecturer, Government Intermediate College, Jhang.
- SAMUELS LAL, Mr. P., M.A., F.R.A.S., Punjab University Reader in Astronomy, Forman Christian College, Lahore.
- SANDERSON, Mr. R., M.A., I.E.S., Director of Public Instruction, Punjab.
- SETH, Mr. J. B., M.A., I.E.S., Government College, Lahore.
- SHARMA, Mr. R. K., Sanatana Dharama College, Lahore.
- SHUJA-UD-DIN, Dr. Khahfa, LL.D., Bar-at-Law, Lahore.
- SITA RAM, Dr. K. N., Curator, Central Museum, Lahore.
- SONDHI, Mr. G. D., M.A., I.E.S., Government College, Lahore.
- SRI KRISHAN Kapur, Mr., Principal, Government Intermediate College, Dharamsala.
- Staff of the Sanatana Dharama College, Lahore.
- Staff of the Government Intermediate College, Lyallpur.
- Staff of the Oriental College, Lahore.
- SURYA KANTA, P., Lecturer, D. A.-V. College, Lahore.
- TULSI RAM, Lala, Head Master, Amar Nath High School, Eminabad (Gujranwala).
- WASTI, Mr. M. J., M.A., Lecturer, Government College, Lahore.
- WATHEN, Mr. G. A., M.A., C.I.E., retired Principal, Khalsa College, Amritsar.
- WILSON, Mr. J. LEITCH, M.A., Inspector of Schools, Ambala.

APPENDIX K.

LIST OF PERSONS WHO APPEARED BEFORE THE PUNJAB UNIVERSITY
ENQUIRY COMMITTEE, LAHORE.

- AFZAL HUSSAIN, M., M.A., M.Sc. (Ph.), M.A. (Cantab.), I.A.S.,
Punjab Agricultural College, Lyallpur.
- AHMAD YAR Daultana, Khan Bahadur Mian, M.L.C.
- AKBAR ALI, Pir, B.A., LL.B., Advocate, M.L.C.
- ANAND, Mr. C. L., M.A., LL.B., Bar-at-Law, Principal, Law College, Lahore.
- ANAND KUMAR, Mr., M.A., Reader in Zoology and Physiology,
Punjab University.
- ARMSTRONG, Mr. W. H. F., M.A., F.C.S., I.E.S., Vice-Principal,
Central Training College, Lahore.
- BALL, Mr. U. N., M.A., Dyal Singh College, Lahore.
- BARKAT ALI, Malik, M.A., LL.B., Advocate, Lahore.
- BHATNAGAR, Dr. S. S., D.Sc., F. Inst. P., Director of University
Chemical Laboratories, Lahore.
- BOKHARI, Mr. A. S., M.A., Government College, Lahore.
- BRIJ LAL, Mr., B.A., LL.B., Secretary, Non-Government Schools'
Federation, Lahore.
- CARTER-SPEERS, Mr. P., B.Sc., Forman Christian College, Lahore.
- CHATTERJI, Mr. G. C., M.A., I.E.S., Government College, Lahore.
- CHHOTU RAM, Rao Bahadur Chaudhri, B.A., LL.B., M.L.C.
- DATTA, Dr. S. K., B.A. (Ph.), M.B., Ch.B. (Edin.), Principal, For-
man Christian College, Lahore.
- DATTA, Mrs. S. K., care of Principal, Forman Christian College,
Lahore.

Deputations—

- Ahmadiya Community : (Sufi Abdul Qadeer, B.A., Maulvi
Muhammad Din, B.A., and Sheikh Abdul Rahman, B.A.).
- All-India Women's Conference : (Miss Cooks, B.A. and Miss
Thapar, M.A.).
- Anjuman-i-Himayat-i-Islam : (Dr. Kh. Shuja-ud-Din, M.A.,
LL.D., Bar-at-Law, Sheikh Azim Ullah, B.A., LL.B., Advoca-
te, S. Mohsin Shah, B.A., LL.B., Advocate and M. Ghulam
Molvi-ud-Din, B.A., LL.B., Advocate, Lahore)
- Central Punjabi Sabha (S. Jodh Singh, M.A., S. Teja Singh,
M.A., Dr. Mohan Singh, M.A., Ph.D., Bhai Bishan Das Puri,
M.A., Lala Dham Ram Chatric, S. Charan Singh, M.Sc., and
Mr Joshua Fazl Din, B.A.)

APPENDIX K—CONTINUED.

LIST OF PERSONS WHO APPEARED BEFORE THE PUNJAB UNIVERSITY ENQUIRY COMMITTEE, LAHORE—CONTINUED.

Islamic Research Institute: (Sheikh Niaz Ali, B.A., LL.B.,
Advocate, Lahore, Kh. Abdul Wahid).

Managing Committee of the Khalsa College, Amritsar—

(i) Sir Sunder Singh Majithia, Kt., C.I.E., President.

(ii) Sardar Bahadur Sardar Bishen Singh, B.A., I.E.S. (re-
tired), Principal, Khalsa College, Amritsar.

(iii) S. Narain Singh, M.A., LL.B., Vice-Principal, Khalsa
College, Amritsar.

(iv) S. Jodh Singh, M.A., Khalsa College, Amritsar.

(v) S. Charan Singh, M.Sc., Khalsa College, Amritsar.

(vi) S. Teja Singh, M.A., Khalsa College, Amritsar.

Muslim Fellows of the Punjab University—

(i) ~~M. Muhammad Shah, M.A., Oriental College, Lahore.~~

(ii) Khan Bahadur Syed Maqbul Shah, B.A., I.E.S. (Retired)
and

(iii) Mr. U. Karamat, B.A. (Cantab.), Islamia College, Lahore.

DEVI DYAL, Lala, B.A., D. A.-V. College, Lahore.

DICKINSON, Mr. E. C., M.A., Government College, Lahore.

DYN MUHAMMAD, Khan Bahadur Shaikh, M.A., LL.B., Advocate,
M.L.C.

DUNNICLIFF, Dr. H. B., M.A., Sc.D., F.I.C., I.E.S., University
Professor of Chemistry, Government College, Lahore.

DURGA DAS, Rai Bahadur Lala, B.A., LL.B., Advocate, Lahore.

FEROZE-UD-DIN, Miss K. B., M.A., M.O.L., P.E.S., Principal of
the Stratford Intermediate College for Women, Amritsar

GAURETT, Mr. H. L. O., M.A., F.R.Hist. S., I.E.S., Principal,
Government College, Lahore

GOPAL SINGH Chowla, Dr., M.B., B.S., Lahore.

GULSHAN RAI, Lala, B.A., LL.B., Sanatana Dharama College,
Lahore.

JAIN, Dr. L. C., M.A., Ph.D., University Reader in Economics.

JOHNSTON, Mr. D. P., A.R.C.Sc. T., N.D.A., I.A.S., Principal,
Punjab Agricultural College, Lyallpur.

KAPUR, Mr. I. M., B.A. (Ph.), B.Sc. (London), Hailey College of
Commerce, Lahore.

KELLY, Mrs., President, Young Women's Christian Association,
Lahore.

APPENDIX K—CONTINUED.

LIST OF PERSONS WHO APPEARED BEFORE THE PUNJAB UNIVERSITY
ENQUIRY COMMITTEE, LAHORE—CONCLUDED.

- LUCAS, Rev. Dr. E. D., M.A., Ph.D., D.D., Vice-Principal,
Forman Christian College, Lahore.
- MADAN GOPAL SINGH, Mr., M.A., Government College, Lahore.
- MAN MOHAN, Rai Bahadur Mr., M.A., Inspector of Schools, Lahore
Division, Lahore.
- MATTHAI, Dr. G., M.A., Sc.D., F.Z.S., F.L.S., F.R.S.F., I.E.S.,
University Professor of Zoology, Government College, Lahore.
- MOHAN SINGH, Dr., M.A., Ph.D., Oriental College, Lahore.
- MUKAND LAL PURI, Mr., M.A., M.L.C., Bar-at-Law, Lahore.
- NARINDRA NATH, Diwan Bahadur Raja, M.A., M.L.C., Lahore.
- PARKINSON, Mr. J. E., M.A., I.E.S., Principal, Central Training
College, Lahore.
- QURESHI, Mr. M. P., M.Sc., B.T., Islamia College, Lahore.
- RAM RATTAN, Bakhshi, B.A., B.T., Principal, D. A.-V. College,
Lahore.
- RAO, Mr. C. V. H., M.A., University Professor of Mathematics,
Lahore.
- RAY, Dr. J. N., D.Sc., University Reader in Organic Chemistry,
Lahore.
- RUCHI RAM SAHNI, Professor, M.A., Lahore.
- SAMUELS LAL, Mr. P., M.A., University Reader in Astronomy,
Forman Christian College, Lahore.
- SANDERSON, Mr. R., M.A., I.E.S., Director of Public Instruction,
Punjab.
- SETH, Mr. J. B., M.A., I.E.S., Government College, Lahore.
- SHIV RAM Kashyap, Rai Bahadur Mr., B.A., M.Sc., I.E.S., Uni-
versity Professor of Botany, Government College, Lahore.
- TAJWAR, Mr. I. K., Secretary, University Sudhar Committee,
Lahore.
- THOMAS, Mr. J. W., B.Sc., B.Com., Principal, Hailey College of
Commerce, Lahore.

APPENDIX L.

LIST OF EDUCATIONAL INSTITUTIONS VISITED BY THE PUNJAB
UNIVERSITY ENQUIRY COMMITTEE, LAHORE.

- Government College, Lahore.
 Forman Christian College, Lahore.
 D. A.-V. College, Lahore.
 Sañatana Dharama College, Lahore.
 Islama College, Lahore.
 Dyal Singh College, Lahore.
 Kinnaird College for Women, Lahore.
 Central Training Collège, Lahore.
 Government Intermediate College, Lyallpur.
 Punjab Agricultural College, Lyallpur.
 Khalsa Intermediate College, Lyallpur.
 Khalsa College, Auraisar.
~~Khalsa Intermediate College, Gujranwala.~~
 D. A -V College, Jullundur.
 Government Intermediate College, Hoshiarpur.
 D. A -V College, Hoshiarpur
 Ludhiana Government College, Ludhiana.
 Ramsukh Das College, Ferozepore.
 Dayanad Mathra Das Intermediate College, Moga.
 Gordon College, Rawalpindi.
 D. A -V. College, Rawalpindi.
 Government Intermediate College, Campbellpur.
 District Board Intermediate Class for Girls, Campbellpur.
 Government High School, Sheikhpura.
 Government School for Girls, Sheikhpura.
 Government High School, Sharaqpur, District Sheikhpura.
 Government High School, Gujranwala
 King George Hindu High School, Gujranwala.
 Islama High School, Gujranwala
 Khalsa High School, Gujranwala
 Government Normal School, Gakhar, District Gujranwala.
 Government High School, Jullundur
 Government Normal School, Jullundur.
 Government High School for Girls, Jullundur

APPENDIX L—CONCLUDED.**LIST OF EDUCATIONAL INSTITUTIONS VISITED BY THE PUNJAB
UNIVERSITY ENQUIRY COMMITTEE, LAHORE—CONCLUDED.**

- Government Industrial Middle School, Jullundur.
 Woodwork Institute, Jullundur.
 King George Royal Military School, Jullundur.
 Kanya Mahavidyala; Jullundur.
 Madrisa-tul-Banat, Jullundur
 Government High School, Phillaur, District Jullundur.
 District Board Vernacular Middle School, Adampur, District
 Jullundur.
 Government High School for Girls, Hoshiarpur.
 District Board Primary School, Piplanwali, District Hoshiarpur.
 Government High School, Jagraon, District Ludhiana.
 District Board Vernacular Middle School, Daka, District Ludhiana.
 Government High School for Girls, Ferozepore
 Dev Smaj Girls High School, Ferozepore.
 The Sikh Kanya Mahavidyala, Ferozepore.
 Government High School for Girls, Moga, District Ferozepore.
 Dyanand Mathra Das School for Boys, Moga, District Ferozepore.
 Village School, Moga, District Ferozepore.
 Government High and Normal School for Girls, Rawalpindi.
 Sanatan Dharam High School, Rawalpindi.
 Khalsa High School, Rawalpindi.
 Denny High School, Rawalpindi.
 Islama High School, Rawalpindi.
 Government Middle School, Campbellpur.
 Government High and Normal School for Girls, Campbellpur.
 Government High and Normal School for Women, Lyallpur.
 District Board Vernacular Middle School, Raya, District Amritsar.